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GENERAL PLAN

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CITY OF PACIFICA
GENERAL PLAN

Introduction....1
Planning Process and Scope of Planning Study....2
Planning Area....3
Population and Household Estimates 1960-2000....5
Relationship With Other Agencies....6
Goals, Policies and Action Programs....11
  Goal Statement....12
  Circulation Element....13
  Safety and Seismic Safety Element - Policies and Action Programs have been incorporated into the revised Element
  Scenic Highways Element....15
  Conservation Element....16
  Open Space Element....17
  Noise Element....18
  Housing Element - Policies and Action Programs have been incorporated into the revised Element
  Community Design Element....20
  Community Facilities Element....21
  Land Use Element....22
Coastal Zone Land Use Plan Policies....23
General Plan Land Use Definitions....32
Land Use Element - Description by Neighborhood....35
    Fairmont....35
    Westview-Pacific Highlands....36
    East Edgemar-Pacific Manor....37
    East Sharp Park....37
    East Fairway Park-Vallemar-Rockaway....41
    West Linda Mar....45
    Linda Mar....47
    Park Pacifica....48
Sphere of Influence....49
Coastal Neighborhoods....51
    Fairmont West....51
    West Edgemar-Pacific Manor....57
    West Sharp Park....64
    Sharp Park Municipal Golf Course-West Fairway Park-Mori Point-Rockaway Beach....72
    The Headlands-San Pedro Beach....80
    Pedro Point-Shelter Cove....84
Other General Plan Elements....90
Circulation Element....91
Scenic Highways Element....94
Historic Preservation Element....95
Community Facilities Element....96
Seismic Safety and Safety Element....98
    Policies....110
    Action Programs....111
Conservation Element....114
Noise Element....119
Open Space and Recreation Element....121
Community Design Element....139
Amending the General Plan....142
Adoption....142
Addendum: Housing Element.

CITY OF PACIFICA
GENERAL PLAN
MAPS

Page

Regional Location Map....4a

Neighborhood Boundaries Map....5a

Adjacent Jurisdiction Map....10a

Fairmont Land Use Map....35a

Westview-Pacific Highlands Land Use Map....36a

East Edgemar-Pacific Manor Land Use Map....37a

East Sharp Park Land Use Map....40a

East Fairway Park-Vallemar-Rockaway Land Use Map....44a

West Linda Mar Land Use Map....46a

Linda Mar Land Use Map....47a

Park Pacifica Land Use Map....48a

Fairmont West Land Use Map....56a

West Edgemar-Pacific Manor Land Use Map....63a

West Sharp Park Land Use Map....71a

Sharp Park Golf Course-West Fairway Park-Mori Point-
Rockaway Beach Land Use Map....74a

The Headlands-San Pedro Beach Land Use Map....83a

Pedro Point-Shelter Cove Land Use Map....89a

Select Street System Map....90a

Circulation Map....91a

Trails Map....91b

Bicycle Routes Map....91c

Scenic Highways Map....94a

Historic Sites Map....95a

Community Facilities Map....96a

Water System Map.....96b

Geology-Generalized Map.....98a

Geotechnical Hazards Map.....98b

Fire Hazards Map.....111a

Fire Station Response Time Map.....111b

Noise Contours Map.....119a

Visual Characteristics Map.....139a

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INTRODUCTION

The 1980 General Plan for the City of Pacifica represents a major review of planning options for the City. In developing this plan, the nine mandatory elements were considered, including: land use, circulation, scenic highways, housing, noise, conservation, open space, seismic safety and safety. In addition, community facilities, history and community design also were considered. The Policy Plan contains the recommendations of each element. The Land Use Plan represents the conclusion of the interaction among these element studies. Findings of each element are included in the Plan document so that persons using the Plan are aware of the major influences of each of these subject areas.

The General Plan program in Pacifica also included preparation of a Local Coastal Land Use and Implementation Plan (LCP). Conclusions of the Coastal Land Use Plan are included in the General Plan Report as proposed land use for the area west of Highway 1, which has been designated by State law as the Coastal Zone. These land use descriptions are more detailed and oriented specifically to Coastal Act policies. Consistent with the intent of the 1976 Coastal Act, planning in the Coastal Zone includes more detailed recommendations than are required of general plans.

Requirements of the Coastal Act, including procedures for implementation, amendment and action, make it advisable to present the Coastal Plan in a separate report which will be certified by the State Coastal Commission as Pacifica's Coastal Plan. In terms of State Planning Law, the Coastal Plan may be considered a Special Area Plan as provided in Section 65450 of the State Government Code. The recommendations of the Coastal Land Use Plan are consistent with those of the 1980 General Plan and for this reason, the land use portion of the Coastal Land Use Plan is included for purposes of environmental impact review.

PLANNING PROCESS AND SCOPE OF PLANNING STUDY

Citizen participation was an integral part of the development of the 1980 Pacifica General Plan. Three public workshops, a series of public forums and joint Planning Commission-City Council study sessions were held. In addition, at least two meetings were held with each of eleven neighborhood groups. From this widespread participation evolved the first draft of the Plan which was reviewed by the Planning Commission and City Council.

To help achieve broad-based, informed and representative public input into the formulation of Pacifica's 1980 General Plan, a great deal of information was accumulated, organized, analyzed and presented to City officials and the general public. This information was contained in the following documents:

The General Plan Background Report, September 1977,
The Coastal Plan Background Report, April 1978,
The Coastal Plan Access Component, May 1978,
The Coastal Plan Demonstration Area Plan: West Sharp Park, September 1978,
The General Plan Elements:
- Circulation, July 1978,
- Scenic Highways, February 1978,
- Community Facilities, February 1978,
- Noise, March 1978,
- Housing, March 1978,
- Conservation, March 1978,
- Historic, April 1978,
- Open Space, March 1978,
- Community Design, March 1978,

Three Workshop Workbooks, June 1977, November 1977, June 1978,
Three Workshop Feedback Reports, June 1977, December 1977, June 1978.

These documents were an essential part of the process. The factual information contained in them was the basis of the Plan. The conclusions, in terms of Plan designations, working policies, and objectives, will be pre-empted by the adopted Plan documents. However, these reports should be approved by the Council as an essential part of the data base and background for Pacifica's 1980 General and Coastal Plans.

PLANNING AREA

Pacifica is located on the Pacific coast side of the San Francisco Peninsula, three miles south of San Francisco in San Mateo County. The City is framed by the ridges of the Coast Range on the east and the Pacific Ocean on the west. The City is an attractive combination of secluded valleys and open hillsides set against a coastline of long beaches and rugged headlands.

Originally visited by the Portola expedition in 1769, the area remained primarily agricultural until after the San Francisco earthquake in 1906. Land speculators, stimulated by the construction of the Oceanshore Railroad, subdivided and developed a series of small coastside communities. Several of these communities and the nearby post-war housing tracts formed the community incorporated in 1957 as the City of Pacifica. The Sixties saw rapid residential development which began to wane in the Seventies.

Regional access is via Highway 1 which, in turn, connects to Interstate Highways 280, 101, 80 and 17 and State Route 35. Through the northern half of the City, Highway 1 is a four-lane freeway. South of Sharp Park Road, the highway becomes a four-lane arterial with unregulated access, climbing south of the City across Devil's Slide to the unincorporated villages of Montara and Moss Beach. Residents of these communities must go either south to Half Moon Bay, or north through Pacifica to cross the coastal ridge to San Francisco or the northern Peninsula.

Nearly 90 percent of the City's residents drive to work and over half work in San Francisco with another third working in San Mateo County. Pacifica is basically a bedroom community, but it also is attractive as a close-in recreation area. Fishing and the beach are the primary recreation attractions. On peak beach days (about ten spring and fall holidays and weekend days), the area is crowded, but use during the rest of the season is moderate. During the foggy summer months and during the winter, beach use by outsiders, except for pier fishing, falls off almost entirely.

Neighborhood integrity has special significance in Pacifica. Although recognizing their interdependence, each of the original community desires to protect those characteristics which make them unique. The Neighborhood Map shows the rather large number of neighborhoods in the City and also denotes the Coastal Zone.

In 1976, 37,300 people lived within the 12.2 square miles of Pacifica. As with most communities, the Seventies have shown a decline in the birth rate, the population has become older, the number of children declined by 34 percent, and the number of residents of working age increased. Between 1970 and 1976, the household size decreased from 3.56 to 3.06. The aging of the population and decline in birth rate account for some of this decline, but in Pacifica's case, the shift in new construction from single-family to multiple-family units, which traditionally house smaller households, is also an important factor. In 1970, 87 percent of the City's housing stock was single-family; by 1976 this had declined to 79 percent. The majority of the apartments and multiple unit structures were located in the Sharp Park and Edgemar neighborhoods.

As would be expected in a predominantly single-family community, 72 percent of the households own their housing units. In 1976, about a third of the City's housing units were over 20 years old, and in the neighborhoods of Vallemar and Pedro Point, over half the housing was older than 20 years.

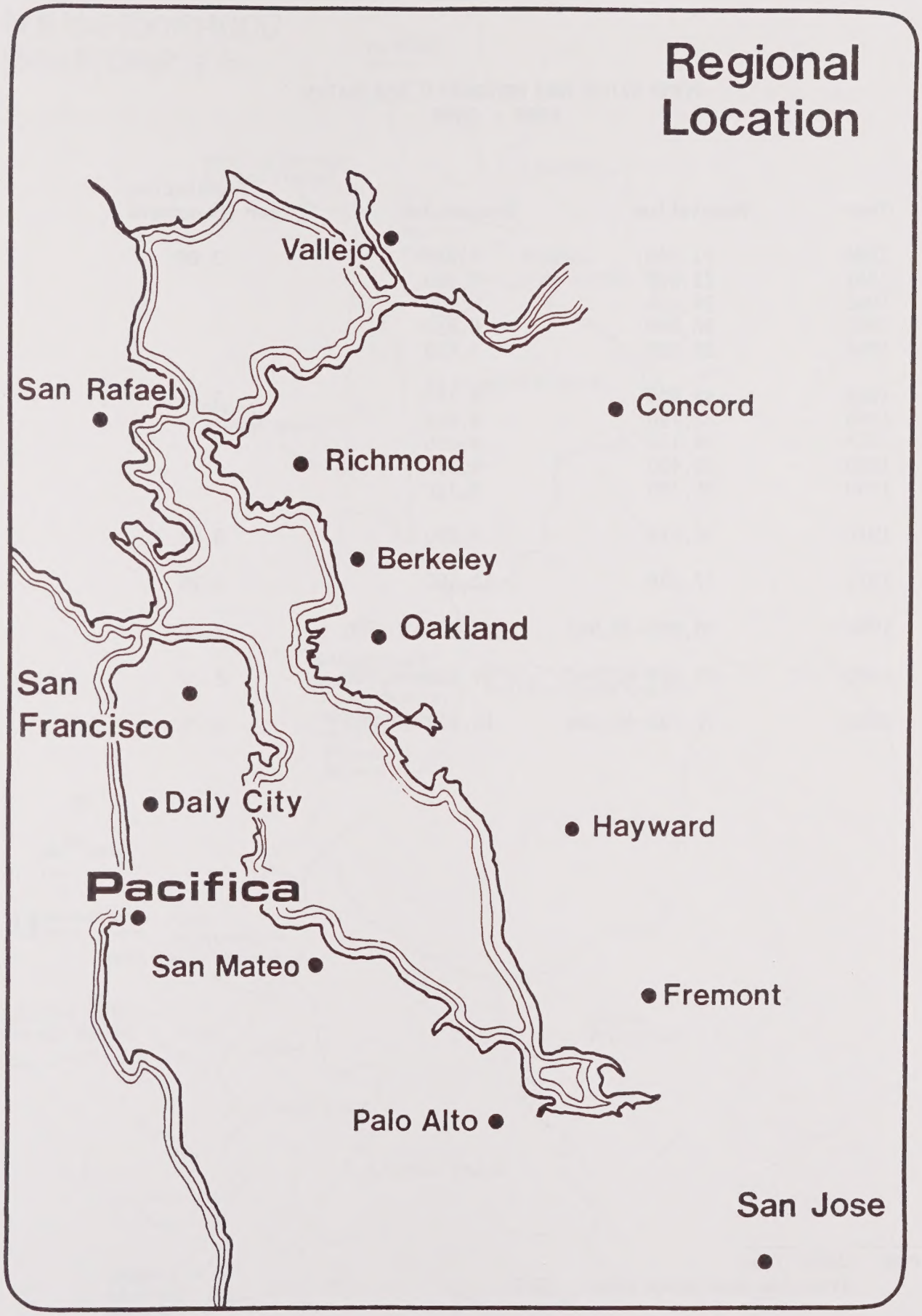
Pacificans tend to think of themselves as transient. Available data indicates that in 1976, 42 percent of the households had lived in the City more than five years. The greatest turnover occurred in those areas with the most rental units. The average tenure among renters appears to be one to three years and among homeowners, five to eight years.

Housing condition data is inadequate for most areas except West Sharp Park where a detailed housing survey was undertaken as a part of coastal planning. The 1970 Census data indicates that Edgemar, Sharp Park, Vallemar and Pedro Point have about ten percent of their housing stock needing attention. In West Sharp Park, 29.6 percent of the housing stock is classified as deteriorating. This coastal community, as well as East Sharp Park, have been designated target areas for the City's Community Development Act Housing Assistance Projects.

Future population size will be determined by the number of housing units available and the size of the households occupying them. With most of the easily-developable land having been used, most of what remains are individual lots, steep slopes and ridgelines. The General Plan is directed at the future use of these areas.

A conservative[1] estimate indicates a household size of 2.88 by 1980, 2.80 in 1985, 2.77 in 1990, 2.76 in 1995 and beyond. The impact of this decline is striking when one considers that the 12,480 housing units in the City which housed 37,300 persons in 1975 will house only 32,800 in 1995. The new units added to achieve the residential development shown in the Plan will not have nearly the long-term population impact foreseen in 1969. The 2,520 to 4,520 additional residential units anticipated in the 1980 General Plan will result in a holding capacity of 41,300 to 46,800. This population could be achieved as early as 2000.

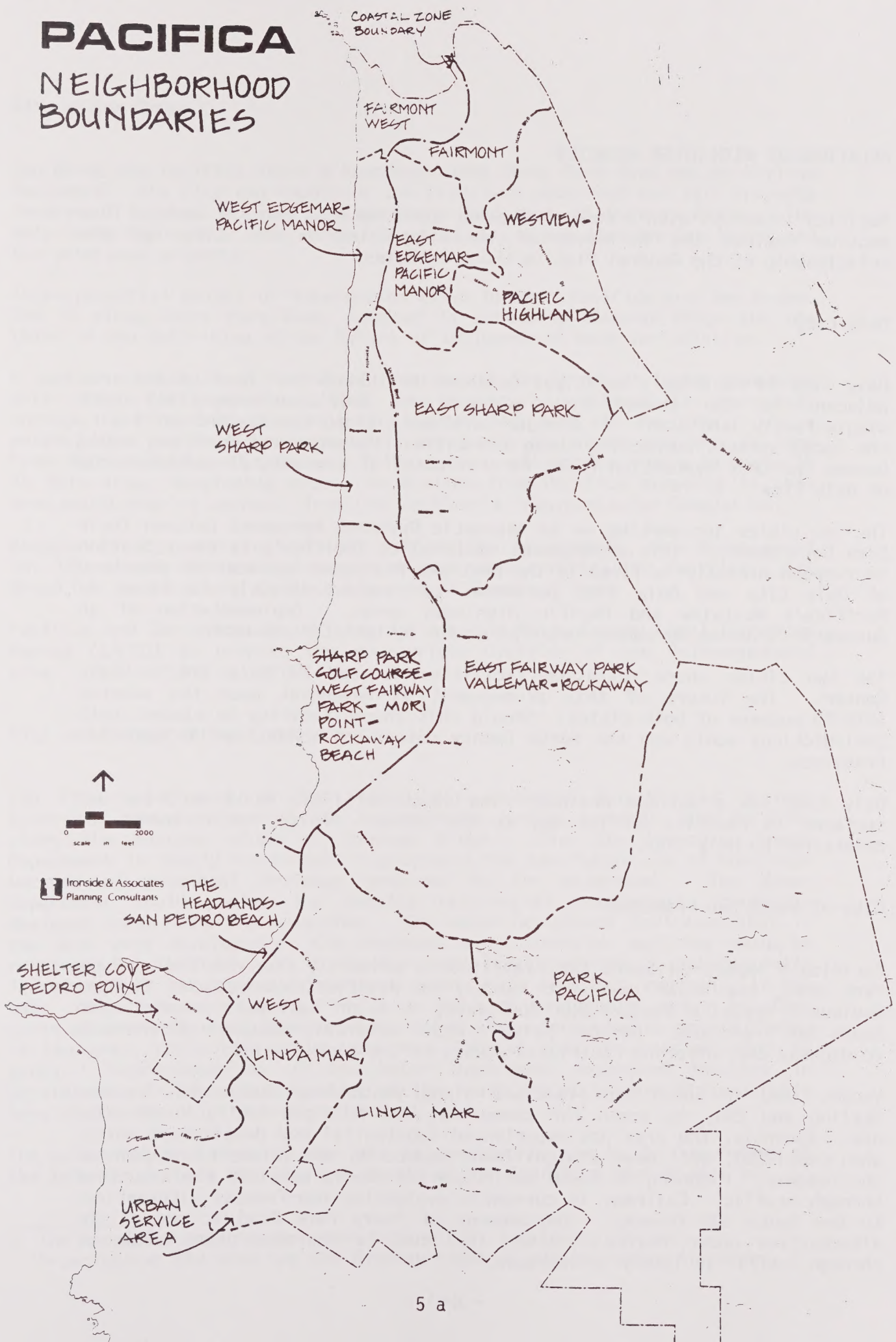
1 Based on a trend line or linear extension into the future of the recent population growth pattern.


Regional Location
Vallejo
San Rafael
Concord
Richmond
Berkeley
Oakland
San Francisco
Daly City
Hayward
Pacifica
San Mateo
Fremont
Palo Alto
San Jose

POPULATION AND HOUSEHOLD ESTIMATES
1960 - 2000

Year	Population	Households	Population per Household
1960	21,440	5,520	3.88
1961	22,900	5,880	
1962	24,590	6,320	
1963	26,540	6,820	
1964	29,020	7,480	
1965	31,440	8,160	3.85
1966	32,780	8,620	
1967	34,130	9,030	
1968	35,400	9,510	
1969	35,790	9,710	
1970	36,020	9,890	3.64
1975	37,300	12,480	3.15
1980	38,000-39,000	13,200-13,500	2.88
1990	39,500-42,500	14,300-15,300	2.77
2000	41,300-46,800	15,000-17,000	2.75

Source: John Cone.
Ironside and Associates, 1977.


PACIFICA
NEIGHBORHOOD BOUNDARIES
COASTAL ZONE BOUNDARY
FAIRMONT WEST
FAIRMONT
WEST EDGEMAR-PACIFIC MANOR
WESTVIEW-
EAST EDGEMAR-PACIFIC MANOR
PACIFIC HIGHLANDS
EAST SHARP PARK
WEST SHARP PARK
SHARP PARK GOLF COURSE-WEST FAIRWAY PARK-MORI POINT-ROCKAWAY BEACH
EAST FAIRWAY PARK VALLEMAR-ROCKAWAY
0
2000
scale in feet
Ironside & Associates Planning Consultants
THE HEADLANDS-SAN PEDRO BEACH
SHELTER COVE-PEDRO POINT
WEST
LINDA MAR
LINDA MAR
PARK PACIFICA
URBAN SERVICE AREA

RELATIONSHIP WITH OTHER AGENCIES

Pacifica interacts with a number of other agencies on a regular basis. This section reviews the influence of those agencies on the City and the relationship of the General Plan to those agencies.

Daly City

Daly City is Pacifica's municipal neighbor to the north. Most of the area adjacent to the shared City boundary is developed compatibly with single-family land uses. In a major earthquake along the San Andreas Fault, the local streets connecting these two cities, Palmetto and Westline, would become the only evacuation route for residents of the coastal neighborhoods of Daly City.

The two cities are working on an Automatic Response Agreement between their Fire Departments. This arrangement would allow Pacifica's Fairmont Station to respond directly to fires in the Westlake Palisades-Terraces Neighborhood of Daly City and Daly City personnel to respond directly to fires in Pacifica's Westview and Pacific Highlands areas. Implementation of an Automatic Response Agreement requires action by both City Councils.

The two cities share detention facilities located in Daly City's Civic Center. The future of this arrangement is dependent upon the adopted 1978-79 budgets of both cities. Should this shared facility be closed, both jurisdictions would use the North County detention facilities in South San Francisco.

Daly City has a surface drainage line which parallels Westline Drive and surfaces in Pacifica on its way to the ocean. This line is owned and maintained by Daly City.

City of South San Francisco

Pacifica's impact on South San Francisco is primarily from traffic. Sharp Park Road, the major east-west roadway in Pacifica, connects to Skyline Boulevard opposite Westborough Boulevard, a major east-west connector in South San Francisco. Besides being a major arterial, Westborough connects to Highway 280, offering Pacificans access to the south Peninsula.

Vacant land in South San Francisco along Westborough Boulevard, between Skyline and 280, is zoned for commercial and multiple-family residential use. Recently, the area has experienced substantial new development which, when completed, will have a significant impact on the volume of traffic on the roadway. Planning in South San Francisco should consider the amount of through traffic. CalTrans is currently evaluating non-freeway alternatives to the Route 380 freeway. Improvement of Sharp Park Road is one of the alternatives under review. After the road is improved, the volume of through traffic is likely to increase.

City of San Bruno

San Bruno and Pacifica share a boundary along Sharp Park Road and at Skyline Boulevard. The City and County of San Francisco watershed and jail property intervenes between the two jurisdictions just west of Sweeney Ridge. The only existing road to the ridge, Sneath Lane, comes through San Bruno and the watershed property.

Three potential points of interaction exist between Pacifica and San Bruno. One is along Sharp Park Road, another is access to Sweeney Ridge and the third is the definition of the Sphere of Influence of each jurisdiction.

A portion of the Sharp Park Road frontage in San Bruno is being developed with single-family homes. This development is designed to discourage through traffic from the adjacent undeveloped area in Pacifica. As a result, when the Pacifica property is developed, its access may have to come from Skyline Boulevard. Because CalTrans owns all access rights to Route 35 in this area, developing access to Skyline from Pacifica property in this area would require approval from the California Transportation Commission.

Because of adjacent single-family residential development, San Bruno would not like to see Sneath Lane become an east-west arterial for Pacifica. San Bruno has reservations about development of Sweeney Ridge.

Pacifica and San Bruno are waiting for the San Mateo County Local Formation Agency (LAFCO) to propose the appropriate division of the unincorporated area. (See section on LAFCO).

City and County of San Francisco

The City and County of San Francisco's watershed for Crystal Springs Reservoir, the terminus of the Hetch-Hetchy system, extends into Pacifica along the eastern slope of Sweeney Ridge. The San Francisco Water Department is deeply interested in proposals for the future use of the ridge because of potential drainage problems in the watershed. The Water Department would prefer low density residential development, carefully designed to protect the watershed. The Water Department indicated that if the area were developed as the proposed park, extensive policing would be required and they have no funds for additional policing. Substantially increased fire hazard and maintenance needs would also be a concern. In the past, they have experienced fires from adjacent residential areas in other parts of the watershed; however, because of early detection by people living in the area, these fires have been more limited than in areas adjacent to parks. Representatives of the Water Department expressed interest in possible acquisition of the valley at the south end of Sweeney Ridge as this area drains directly into the watershed.

The watershed land west of the lake is operated by the U. S. Department of the Interior.[1] Even the City and County of San Francisco must appeal to

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1 The result of an agreement made by the City and County of San Francisco at the time the 280 Highway right-of-way was being discussed.

the Department of the Interior for operational and management changes. For this reason, it is unlikely that any substantial change in the future use of this area will occur.

The City and County of San Francisco also owns and operates the Sharp Park Golf Course and Park within the City of Pacifica. This 420 acre park includes two areas of important wildlife habitat. Since the existing public recreation use of the entire area is established by a deed restriction, the future use of the area is secure. However, recent budget problems in the City and County of San Francisco have resulted in the City re-evaluating its golf course. One alternative being considered is having a concessionaire operate the City's golf courses.

Continued public use of the area ensures the basic land use. However, failure to irrigate the golf course or changes in use of fertilizers and pesticides would seriously affect the San Francisco garter snake habitat in Laguna Salada. Since this is determined to be the largest or second largest known garter snake habitat, the future use of the area should consider this rare and endangered species. The State Department of Fish and Game is interested in participating in measures to protect the snake. Pacifica (through coastal permit authority), San Francisco and the Department of Fish and Game should work together to consider the effects of changes in recreational uses in the golf course area and management of the lagoon itself.

San Mateo County

Pacifica shares its southern boundary with lands under San Mateo County's jurisdiction. The small communities in this area are located on a coastal plain separated from Pacifica by Montara and Pedro Point Ridges. The future use on the north face of Montara Ridge, the impact of future development in the area between Half Moon Bay and Pacifica, the level of use on Highway 1 south of Pacifica, and the proposed bypass of Devil's Slide will have the greatest impact on Pacifica. The proposed San Mateo County Ridgeline Trail along Pacifica's coastal ridge will connect eventually to Big Basin State Park, expanding the recreation resources available for City residents and visitors.

Much of the north face of Montara Ridge is occupied by the San Pedro Valley County Park now being developed. Nearly one-half of this park, including its auto access off Rosita Road, is in Pacifica. It is anticipated that one-quarter of its users will walk to the park, primarily from the Ridgeline Trail which begins at the northern Daly City limit, parallels Skyline Road to Mussel Rock, and then follows Pacifica City streets to Milagra Ridge. The trail connects Milagra Ridge County Park, the Portola Discovery Site and the San Pedro Valley County Park.

Except for the Ridgeline Trail and parks, most of the County area which may affect Pacifica is in the Coastal Zone and thus subject to special coastal planning. Since this planning is now underway, it is important to anticipate areas where conflict might exist. Although the capacity of the four-lane arterial portion of Highway 1 in Pacifica is now limited during commute hours, the future service levels of the road depends upon the level

of development south of the City[1] permitted by the County.

The ability of Highway 1 to carry beach users through Pacifica to their destinations south of the City has been determined by MTC to be adequate to 1990, assuming existing levels of beach parking. However, the State Department of Parks and Recreation recently revised its policy for beach access and parking in San Mateo County, advocating expanding beach access and parking at the beaches between Half Moon Bay and Pacifica. This policy could have a substantial effect on the recreational use and capacity of Highway 1 through Pacifica, since the MTC/ABAG[2] Study concludes that available parking is the primary factor determining the level of beach use in San Mateo County.

Conflict over the proper alignment of the Devil's Slide bypass south of Montara Ridge has resulted in a delay in construction of this roadway. It now looks as if construction is at least a decade in the future unless the existing roadway fails altogether, and can no longer be repaired. When the new road is developed, CalTrans will convey the existing right-of-way to the County which proposes to use it as a trail between Pacifica and Montara.

1 Consideration of the expansion of the capacity of this highway has been deferred by the Metropolitan Transportation Commission until after 1990. See MTC/ABAG San Mateo County Coastal Corridor Study, 1975.

2 MTC/ABAG San Mateo County Coastal Corridor Study, 1975.

Local Agency Formation Commission (LAFCO)

Pacifica's Sphere of Influence has not been formally defined by LAFCO. A recent LAFCO study suggested that the southern boundary of Pacifica's Sphere of Influence runs roughly along the Montara and Pedro Point Ridgelines. The study also suggested that Shamrock Ranch be included in Pacifica's Urban Service Area. Since the Sphere of Influence designation is intended to be applied to areas expected to be urbanized, LAFCO does not feel that any of the San Francisco Watershed should be included in either Pacifica's or San Bruno's Sphere of Influence.

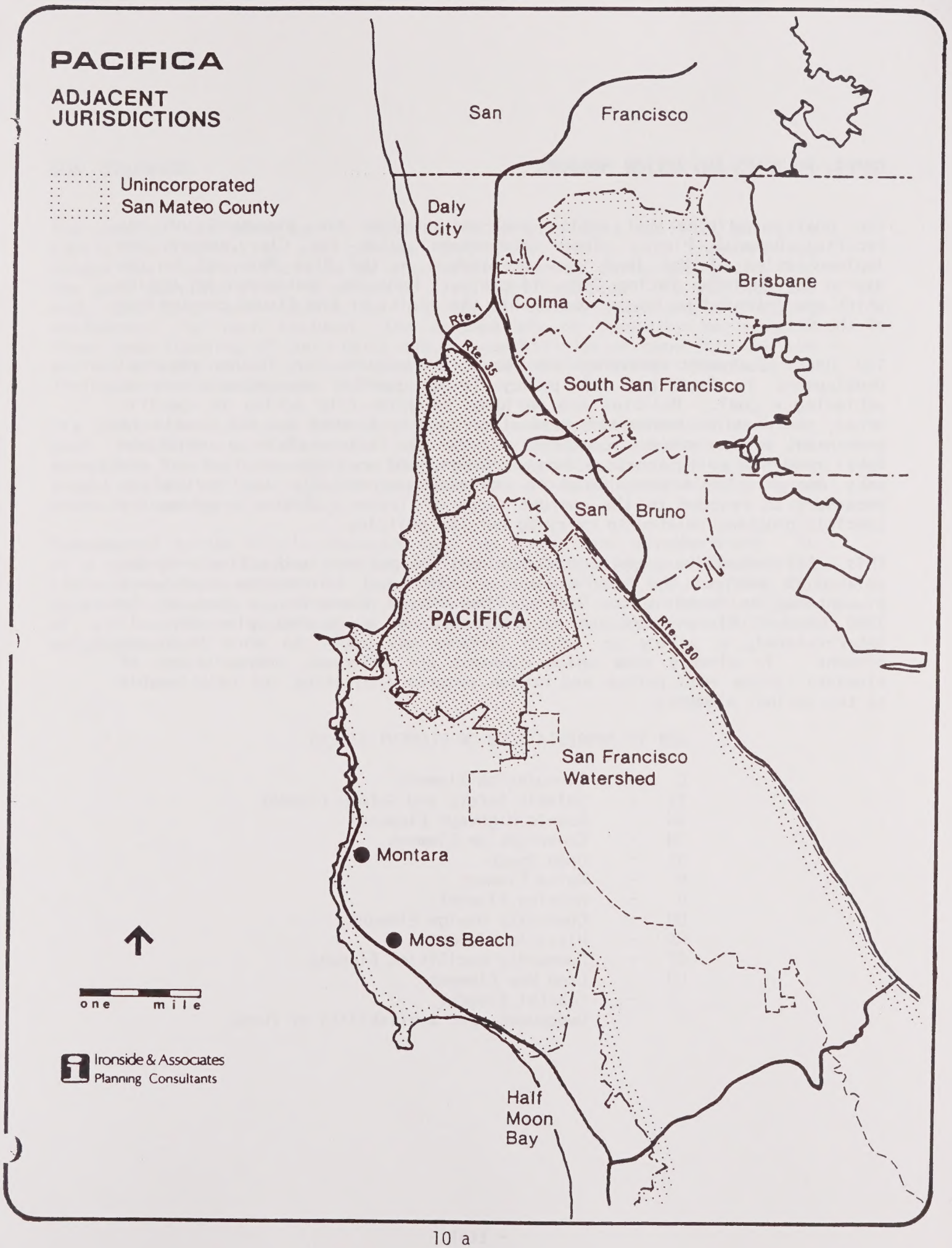
The San Francisco jail property, located in the disputed area between San Bruno and Pacifica, remains a bone of contention. LAFCO has not acted on this property because San Francisco currently is not considering terminating the jail use although relocation has been considered in recent years. Resolution of the Sphere question on the jail property could have a substantial impact on the future east-west access issue in Pacifica since this site is located in a valley east of Sweeney Ridge and along a logical route for an east-west road.

California Coastal Commission

The California Coastal Commission, through its regional body, the Central Coastal Commission, has the authority to approve or disapprove building permits issued by the City for the area west of Highway 1. The State Coastal Commission provides funds to develop a local coastal plan and appropriate implementation measures. When both plan and implementing measures are certified by the Coastal Commission, the City will take over responsibility for issuing permits within the Coastal Zone. Within the Coastal Appeal Zone, citizens or developers will be able to appeal City permit decisions to the State Coastal Commission. The land use portion of the General Plan is the same as Pacifica's Coastal Plan.

Other Agencies

Because of its Bay Area and coastal location, Pacifica's actions are subject to review by a number of State, Regional and even Federal agencies. These agencies are generally regulatory and their impact is on City actions. These agencies are not directly impacted by the City's planning. Their activities have been summarized in the General Plan and Local Coastal Plan Background Reports.


PACIFICA
ADJACENT JURISDICTIONS
Unincorporated San Mateo County
San Francisco
Daly City
Brisbane
Colma
Rte. 1
Rte. 35
South San Francisco
San Bruno
PACIFICA
Rte. 280
San Francisco Watershed
Montara
Moss Beach
Half Moon Bay
one mile
Ironside & Associates
Planning Consultants

GOALS, POLICIES AND ACTION PROGRAMS

The goals, policies and action programs provide the framework of the Pacifica General Plan. These statements guide the City toward the implementation of the land uses designated on the Plan Map and in the day-to-day decision facing City officials. They are statements of desire which are intended to be pursued within the limits of the fiscal constraints of the City.

The Goals Statement provides the broad parameters for future physical development in Pacifica. A policy is a specific statement aimed at achieving a goal. Policies are designed to guide City action in specific areas, such as environmental protection, and are used at all levels of government in response to identified issues. It is impossible to anticipate total need for policies since issues change; old ones are resolved and new ones emerge. Policies should be reviewed periodically and revised as necessary to respond to the current range of issues. Action programs are specific programs related to carrying out the policies.

This section contains a goals statement and the policies and action programs related to each of the Plan elements. Additional information about each element may be found in the General Plan Element Summaries, a part of the 1980 General Plan. Because the elements of a general plan are all inter-related, a policy or action program may apply to more than one element. To clearly show which elements are affected, abbreviations of elements follow each policy and action program indicating its relationship to the various elements.

KEY TO ABBREVIATIONS OF ELEMENT TITLES

C	-	Circulation Element
SS	-	Seismic Safety and Safety Element
SH	-	Scenic Highways Element
CN	-	Conservation Element
OS	-	Open Space
N	-	Noise Element
H	-	Housing Element
CD	-	Community Design Element
HS	-	Historic Element
CF	-	Community Facilities Element
LU	-	Land Use Element
CT	-	Coastal Element
*	-	Dependent upon availability of funds

GOAL STATEMENT

The goal of the planning in Pacifica is to provide a rational guide to public decision-making and private development which will conserve the unique qualities of Pacifica as a coastal community while making the City the best possible place in which to live, work and play. To achieve this end, the City will strive to provide a decent home and satisfying environment for each resident, the optimum mix of community services, a clear understanding of the rights and responsibilities of ownership and the maximum protection of the public's health and safety within the financial limitations of the City and its taxpayers.

Its coastal location and natural environment are superb assets. The City's goal includes conserving the natural environment, keeping noise to acceptable levels, protecting residents from natural hazards, protecting the visual quality of the City, and conserving the sense of openness which is an essential quality of the City.

Fundamental to the City's character are the traditional neighborhoods. It is a goal of the City to protect the social mix, variety and fundamental character which now exist in each of these neighborhoods by providing for necessary community services and facilities, and for the safety and welfare of all residents equally, but with a sensitivity for the individual neighborhood.

CIRCULATION ELEMENT

Policies

1. Encourage development of a more efficient and safe east-west lateral road. (SS)
2. Encourage residents to use SamTrans.
3. Encourage off-street parking of oversized vehicles and provide convenient parking areas for such vehicles. (LU)
4. Provide access which is safe and consistent with the level of development. (SS) (LU)
5. The City shall place a priority on parking enforcement and signing of public visitor parking areas.
6. Encourage alternatives to motor vehicle transportation. (CF)
7. Encourage SamTrans and other public transportation to provide improved transit and street maintenance of their routes. (CF)
8. Encourage CalTrans to provide a safe alternative to the Devil's Slide route. (LU)
9. Develop safe and efficient bicycle, hiking, equestrian and pedestrian access within Pacifica and to local points of interest. (HS) (LU)
*10. Provide recreational access in keeping with the recreational area's natural environment and the quality of the recreational experience offered. (OS)
11. Safety shall be a primary objective in street planning and traffic regulations. (SS) (LU)
12. Employ individualized street improvement standards without violating the safety or character of the existing neighborhood. (SS) (CD) (LU)
13. Maintain and upgrade local streets. (SS)
14. Ensure adequate off-street parking in all development. (LU)
15. Promote orderly growth in land uses and circulation. (LU)

Action Programs

- **Short Term**

1. Encourage CalTrans to make operational and safety improvements on Sharp Park Road as soon as possible. (SS)
2. Safety and operational improvement plans should include either improving the San Pedro Avenue-Highway 1 access or realignment of the Linda Mar intersection to include access to Pedro Point.
3. Encourage subsidized regional bus service to beaches in Pacifica and elsewhere along the San Mateo Coast.
4. Encourage funding agencies, such as MTC, to provide bus shelters along Pacifica's north-south pedestrian/bicycle routes for inter-modal use.
*5. Seek financial assistance to rebuild streets damaged by intensive mass transit use.
6. Complete the City's proposed north-south pedestrian/bicycle access. Seek out participation in this program from MTC and San Mateo County, as well as appropriate Federal and State programs.
7. Encourage CalTrans to provide a separated pedestrian/bicycle pathway along Highway 1 from Sharp Park Golf Course to the southern City boundary. (OS)

8. Encourage CalTrans to include in plans for Sharp Park Road a separated pedestrian/bicycle facility. (OS)
9. Encourage the Chamber of Commerce or other local group to publish a trail system and beach access map.
*10. Develop parking at City recreation facilities where safe access and adequate operation and maintenance can be provided. (CF)
*11. Develop a directional signing program for recreational access points and commuter parking. (LU)
*12. Seek funding from the State Department of Fish and Game for fishermen access parking. (CT)
13. Require reverse frontage and/or limited access in future development along arterial streets. (LU)
14. Encourage CalTrans to make necessary intersection studies and improvements to increase safe travel along Highway 1, south of Sharp Park Golf Course.
*15. Improve intersection, mid-block sightline and other physical problems in areas where accident rates are high. (SS) (CF)
*16. Revise the City Zoning Ordinance to require a Use Permit for development on lots with unimproved streets. (LU)
17. Require developers to incorporate emergency access needs as necessary in their developments. (SS) (CF)
18. Require that all new streets be developed to modern neighborhood standards as part of development.
*19. Encourage CalTrans to develop its properties on Linda Mar Boulevard and Crespi Drive for free commuter-beach parking.
20. A Citywide program should be undertaken for posting and enforcing parking time limits in areas heavily used by recreationists.
21. A Citywide program for signing public visitor-serving parking should be undertaken.

- **Long Term**

1. Request MTC to re-evaluate the impact of recreation traffic on Highway 1 resulting from planning which concentrates beach recreation activities on North San Mateo Coast beaches between Pacifica and Half Moon Bay. Determine the phasing of beach facility development, and project in-season daily use and peak day use. Determine if the capacity of the four-lane portion of Highway 1 in Pacifica will be exceeded before MTC is ready to reconsider its current planning decision in 1990. (LU)
*2. Develop a system of internal pedestrian/bicycle pathways connecting all neighborhoods to the City's north-south pathway.
*3. Use Community Redevelopment Act powers to replat and provide public improvements in previously poorly subdivided areas. (LU)
*4. Undertake a neighborhood-by-neighborhood study of parking to determine the off-street parking necessary to protect the safety and character of the area. (SS) (CD)

SAFETY AND SEISMIC SAFETY ELEMENT - See new Element for amended policies and programs.

SCENIC HIGHWAYS ELEMENT

Policies

1. Encourage the designation and protection of scenic corridors which are essential links in the State and County highway systems. (CD)
2. Encourage the designation and protection of scenic corridors which provide access to locations of significant scenic quality, recreation, historic and cultural importance in Pacifica. (CD)
3. Ensure that proposed roads or modification to existing roads which traverse ridgelines and other scenic areas are reviewed for their potential as official scenic highways or local scenic routes. (C) (CD)
4. Encourage appropriate multiple recreational and transportation uses along scenic highways and routes other than auto. (C) (OS) (CD)

Action Programs

- **Short Term**

*1. The City should establish a review procedure for all proposed roads or modification to existing roads which traverse scenic areas. Where possible, the physical form of structures, grading and alignment should be integrated into the natural setting. Views to and from ridges should be protected. (CD) (LU)
*2. Promote hiking, riding, and biking trails along roadway with State, County, or local scenic highway/route designation. (C)

- **Long Term**

*1. The City should work with the State and County to develop acceptable scenic corridor plans for the Cabrillo (Coast) Highway (Route 1), Sharp Park Road, Skyline Boulevard (State Route 35) and Fassler from Coast Highway to Skyline.
*2. The City should work closely with citizens to establish a Local Scenic Route, such as the Linda Mar Boulevard - Oddstad Boulevard - Terra Nova Boulevard - Fassler Avenue route described in the Scenic Highways Element.
*3. A program should be developed to enhance the visual quality of the scenic corridor by establishing landscaped screens for unsightly areas within the corridors, but outside the public rights-of-way and undergrounding utility lines. (CD) (CF)
*4. Scenic easements should be obtained wherever necessary to protect views and vista points along scenic roads.
*5. Pacifica should develop a program for defining permanent scenic corridors.
*6. Scenic turnouts, rest stops, picnic areas, access to parks, beaches and other recreation areas should be provided in appropriate locations and properly signed. (CD)
7. Where possible, when locating or relocating overhead utility lines within scenic corridors, lines should be placed underground or located so they do not break the viewline of a roadway vista, i.e., utility poles and lines should be located opposite the view side of the road and should not zigzag above the roadway. To keep the visual impact of utilities to a minimum, poles and other structures should be finished to blend with the surrounding environment. (CD) (LU)

CONSERVATION ELEMENT

Policies

1. Conserve trees and encourage native forestation. (OS) (CD)
2. Require the protection and conservation of indigenous rare and endangered species. (LU)
3. Protect significant trees of neighborhood or area importance and encourage planting of appropriate trees and vegetation. (CD) (LU)
4. Protect and conserve the coastal environment, sand dunes, habitats, unique and endangered species and other natural resources and features which contribute to the coastal character. (OS) (CD)
5. Local year-round creeks and their riparian habitats shall be protected. (CF) (LU)
6. Develop policies and ordinances directed to energy conservation. (CD)
7. Promote the conservation of all water, soil, wildlife, vegetation, energy, minerals and other natural resources. (OS)

Action Programs

- Short Term

*1. Seek outside assistance to study and correct the infiltration problem in the Linda Mar sewage collection system. (CD)
*2. Develop regulations which will protect watershed areas and control erosion. (OS)
*3. Cooperate with the City and County of San Francisco in protecting the San Andreas Lake watershed. (OS) (LU)
4. Request the Regional Air Quality Control Office to establish a simple method of regularly monitoring air quality in Pacifica.
*5. Evaluate the volunteer recycling program. Work with the volunteers to expand this effort communitywide. (CF)
*6. Amend the Uniform Building Code to include appropriate energy-saving building requirements.
*7. Continue the life-cost cycle method of determining what equipment to purchase for City operation. (CF)
*8. Develop a tree planting plan and a practical tree ordinance which preserves the forested character of the neighborhoods now planted, identifies moderate height species, and encourages forestation. Provide City assistance where possible.

- **Long Term**

*1. Identify and meet, to the extent possible, the community indoor recreation needs. (CF)
*2. Evaluate the overall energy-saving effectiveness of the existing City programs, particularly those identified in the Conservation Element. Decrease energy consumption where possible.
*3. Review the Subdivision Ordinance to consider modification of street standards and require as many lots as possible to have direct north-south orientations.
*4. Study the problems and costs of using solar heating in Pacifica and develop incentives to encourage its use.
*5. Encourage citizen input into City decisions affecting consumption and conservation.

OPEN SPACE ELEMENT

Policies

1. Retain open space which preserves natural resources, protects visual amenities, prevents inappropriate development, provides for the managed use of resources, and protects the public health and safety. (SS) (CN) (OS) (CD) (LU)
2. Provide outdoor recreation in local parks, open space, and school playgrounds in keeping with the need, scale and character of the City and of each neighborhood. (CF) (LU)
3. Encourage development plans which protect or provide generous open space appropriately landscaped. Balance open space, development and public safety, particularly in the hillside areas. (SS) (CD) (LU)
4. Promote communitywide links to open space and recreation facilities which do not abuse the open space resource or threaten public safety. (C) (SS) (CD) (LU)
5. Seek financial assistance to acquire land for permanent open space within financial constraints of the City. (CF) (LU)
6. Where open space is a condition of development, the City should require that it be clearly designated as permanent open space.

Action Programs

- **Short Term**

*1. Where natural environment would benefit, develop controlled points of public access to various open spaces, beaches, hillsides, and ridgelines. (CT) (LU) (CN)
*2. The City should continue to seek funding for the acquisition of all beach frontage within the City. In the interim, regulations should be developed to assure that suitable public access is provided by all who own and develop in the coastal area. (LU) (CT)
3. Views of open space are as important as access to open space. Viewsheds should be identified (See Community Design Element, Scenic Highways Element) and protected. (SH) (CD)
*4. Establish priorities for developing new recreation facilities, focusing on the specific needs of each neighborhood. (CF)
*5. Local business and neighborhood associations should be encouraged to provide landscaping. Native vegetation which requires little maintenance, little water, makes good wildlife habitat, and is fire resistant should be emphasized.
*6. City ordinances should restrict off-road vehicles to designated areas and prohibit and severely penalize their use elsewhere. (CF)
7. Development regulations should encourage density-open space trade offs, such as clustering development, transferring development rights from sensitive to less sensitive land, and dedication of open space. (LU) (CN)
*8. Work out an agreement and program with the school district to ensure that neighborhood recreation facilities located on school grounds continue to be available, or are suitably relocated should the educational use of the school be discontinued. (CF) (LU)
9. Investigate use of utility rights-of-way and easements for trails for hiking and riding. (LU) (CN) (CT)

- **Long Term**

*1. Areas of particular concern are the steep, barren hillsides remaining after the rapid residential development of the native vegetation which offers wildlife cover. The City should develop a program of providing plants to individuals or groups who have an interest in planting such areas. (LU)
*2. Develop and implement revegetation and reforestation programs on the City's greenbelts to reduce erosion potential and enhance the visual quality of these areas for adjacent neighborhoods. Local volunteer or community service organizations might assist the City with this program. (CN) (SH)
*3. Promote bicycle-pedestrian trails as links between open spaces. Each valley neighborhood should be connected to the linking trail system to make open space and recreation facilities available to all. (C) (CF)

NOISE ELEMENT

Policies

1. Work with other agencies, airports and jurisdictions to reduce noise levels in Pacifica created by their operations. (CN)
2. Establish and enforce noise emission standards for Pacifica which are consistent with the residential character of the City and environmental, health and safety needs of the residents. (SS) (CN)

Action Programs

- **Short Term**

1. Encourage SamTrans to try and reduce noise generated by its rolling stock. Bus stops should be located 150 feet or more beyond noise sensitive locations, such as schools, convalescent homes, etc. (LU) (C)
*2. City should encourage the airport to cooperate in requiring stricter noise mitigation in aircraft, and discourage use of equipment or measures which would increase the noise levels from flights over Pacifica. (CF)
3. Encourage CalTrans to build noise barriers along Highway 1 and Route 35 (Skyline Boulevard) in Pacifica in locations where excessive noise levels affect noise sensitive land uses. (LU) (CN)
*4. Develop noise criteria for new equipment purchased by the City. Criteria should also be established to be used in determining when equipment needs replacement. (CF)
5. The noise impact on land uses should be considered when development plans are reviewed and approved. Where existing ambient noise levels are high, or where the proposed use will create additional noise, the builder should be required to mitigate the noise. (LU)
*6. To reduce noise levels and promote health and safety, truck traffic should be kept off local and collector residential streets. The City should designate truck routes for internal service and for through traffic. Permits should be required for use of streets other than those designated. (C) (SS)

- **Long Term**

*1. One City department should be assigned to coordinate and oversee an overall noise control effort throughout the City. Departments involved in noise control would be Engineering, Planning, Police and Building. (CF)
*2. Establish a Noise Abatement Unit made up of members of the police and other departments to enforce the noise regulations of the Motor Vehicle Code and City Noise Ordinance. (CF)
*3. Adopt a noise ordinance which would establish acceptable community noise levels and provide authority for issuing permits to temporary activities which would exceed these established levels. This ordinance should include items, such as required setbacks in noisy areas, defining truck routes, criteria for requiring structural noise buffers, and noise criteria for City vehicles. (C) (CN) (LU) (CF)
*4. A City staff person should be trained to periodically survey the noise environment of the City, particularly in noise sensitive areas, where noise is a cause of public nuisance, or complaint, or where noise levels violate the established standards for the City. This staff person should keep abreast of effective noise abatement techniques and changes in the State noise control guidelines. (SS)
*5. Adopt an insulation ordinance which would require builders in noise sensitive areas of the City to adequately insulate their buildings to reduce noise to acceptable levels. (CN)
*6. Local building regulations should provide for noise-generating appliances serving apartment buildings to be located or adequately insulated to protect residents from the noise. (LU) (CN)

HOUSING ELEMENT - See new goals and policies in Housing Element, adopted January 1987.

HISTORIC PRESERVATION ELEMENT

Policies

1. Conserve historic and cultural sites and structures which define the past and present character of Pacifica. (CD) (LU)
2. Consider creative alternatives, which may include uses other than the original use, to protect and preserve historic sites and structures. (LU) (CT)
3. Public awareness and education programs shall be considered essential for historic conservation.
4. Encourage all public agencies to continue and increase their support for local historic sites of County, State and National significance in Pacifica.

Action Programs

- **Short Term**

*1. City Council should adopt a Historic Preservation Ordinance and appoint a Pacifica Historic Sites Advisory Committee for its implementation. (CN) (CT)
*2. The City should publish the results of the preliminary survey and developmental history to promote a sense of community identity and

pride and to promote citizen involvement in historic preservation in Pacifica.

*3. The Pacifica Historic Sites Advisory Committee should be encouraged to conduct a demonstration program (such as acquiring, restoring, and establishing a historic site for public use, etc.). (CD)

*4. Continue to public and/or conduct historic tours, public education programs, and develop more special events for recreating and commemorating past events. (CF)

- Long Term

*1. To ensure adequate protection and/or as a requirement to obtain funding for preservation, a detailed comprehensive survey should be conducted for specific historic or cultural sites and structures. (CN)

*2. The City should examine its development policies and regulations to ensure that the use and development of nearby property will not have an adverse effect on a historic site or structures.

*3. The Pacifica Historic Sites Advisory Committee should develop criteria for reviewing use or reuse of historic sites and structures.

COMMUNITY DESIGN ELEMENT

Policies

1. Preserve the unique qualities of the City's neighborhoods. (LU) (CT) (SH)
2. Encourage the upgrading and maintenance of existing neighborhoods. (LU) (CT)
3. Protect the City's irreplaceable scenic and visual amenities. (LU) (CT)
4. Establish development standards that would keep open the steep slopes and visually prominent ridgelines. (LU) (CT) (SH)
5. Require underground utilities in all new development. (F) (SH)
6. Establish design review standards to be employed early in the planning process. (LU)
7. When determining level of development, the City shall consider views of the ridgelines from the Bay side of the Peninsula, as well as from the Pacifica side. (LU)

Action Programs

- Short Term

1. Designate formal planning districts within the City and design criteria which will preserve the character of each. (LU) (HS)
2. Promote the preservation of open space and natural landforms which define the City's residential and commercial areas. (OS) (LU) (CN)

*3. Develop special standards and review procedures for all areas of the City which present unique design problems. (CN) (CT)

*4. Establish planning and design criteria for use in conjunction with existing building codes to ensure the compatibility of new multi-family residential, commercial, and planned unit development. (LU) (CT)

*5. Encourage commercial vitalization in older, but potentially viable, commercial districts. (LU) (CT)

*6. Coordinate with CalTrans in an effort to ensure that future changes to the Coast Highway will also upgrade the appearance of the right-of-way. (C) (SH) (CN) (CT)

*7. Develop standards for the location and size of local commercial signing and outdoor advertising structures. (CT)
*8. Review existing hillside building regulations and review procedures to ensure the appropriateness of the planning criteria and regulatory procedures. (CT) (LU)

COMMUNITY FACILITIES ELEMENT

Policies

1. Maintain and improve the present level of City services.
2. Provide recreational activities and facilities consistent with user financial and environmental constraints. (LU) (CN)
3. Encourage San Mateo County and other agencies to expand, upgrade, and evaluate the quality of the services they provide in Pacifica, particularly public transportation. (C) (CT)
4. Meet basic social needs of City residents, such as transportation, housing, health, information and referral services, and safety, consistent with financial constraints. (C) (SS) (H)

Action Programs

- Short Term

*1. Maintain a file of estimated wastewater generated so decision-makers are aware of the impacts on the treatment plant. Publish the estimates in the treatment plant's annual report. (CN)
2. Support the North Coast County Water District in its efforts to provide adequate emergency water storage in Pacifica.
3. Continue to seek cost effective ways to provide least cost garbage collection and disposal. (CN)
*4. Review the criteria and priorities for underground wiring in Pacifica to ensure that they support current planning; review at least every five years. (CN) (SH)
*5. Be sure all companies providing utilities in Pacifica have reviewed their plans for re-establishing service in the event of a major seismic event within the City. (SS)
*6. Develop a corporation yard which meets criteria for economic operation and is large enough to meet the future storage and service needs of the City. (SS)
7. Encourage the San Francisco Water Department to anticipate the need for expanding the Hetch Hetchy System before water becomes a critical regional problem. (CN)
8. Encourage the school districts to find alternative uses for unused facilities which are compatible with existing neighborhoods, continue neighborhood accessibility to recreation facilities located on school grounds, and maintain at least its current level of staffing, programming and cooperation with the City. Future expansion of services to meet changing needs should also be encouraged. (LU)
*9. Encourage Seton Medical Center (formerly Mary's Help Hospital) in its efforts to provide an outpatient clinic in Pacifica. Promulgate services through the City's information and referral service. (SS)
*10. Continue to support the Youth Service Bureau in their work; and assist them where possible in seeking funding.
*11. Continue to support the varied activities of the Parks, Beach and Recreation Department. Periodically review their activities to ensure that programs are meeting public needs. (CN)

*12. Use available Federal HCDA and other funding to maintain and enhance community services, particularly Oddstad Senior Center and the Pomo Park Neighborhood facility. All other City facilities and structures should be evaluated to schedule rehabilitation and other developmental needs; and funding programs identified to assist the City in meeting these needs within the appropriate time frame. (CN)
13. Require all new development to be connected to the City's sewer system. (CN) (LU)

- Long Term

*1. Develop a new Civic Center location which meets the site requirements of the Civic Center Study and allows adequate space for future expansion. (LU)
*2. Develop plans and find a suitable location for adequate space for the Police Department. (LU)
3. Encourage the U.S. Postal Service to maintain its current level of service and expand it wherever possible. (LU)
4. Encourage San Mateo County to continue to provide subsidized paramedic service to Pacifica residents. (SS)

LAND USE ELEMENT

Policies

1. The Pacifica General Plan Map and text shall establish a land use classification for the entire City and its Sphere of Influence.
2. The Zoning Ordinance shall apply Zoned District status to all land within the City consistent with the General Plan policies.
3. The City shall continue broad-based citizen participation in the planning process. (CF) (CT)
4. Continue to cooperate with other public agencies and utilities in applying compatible uses for their lands, rights-of-way and easements. (CF)
5. Ridgelines designated as visually prominent shall be protected from residential and commercial development. (C) (OS) (CD)
6. Local access roads and trails may be allowed on visually prominent ridgelines provided they follow contours, minimize grading, and are unobtrusive in their design. (C) (OS) (CD)
7. Development shall maximize beach and open space access and be oriented as much as possible to the carrying capacity of each particular coastal environment in use, design, and intensity. (CD) (CT)
8. Land use and development shall protect and enhance the individual character of each neighborhood. (CD)

Action Programs

- Short Term

1. Encourage continuation of the quarry operation as long as it is economically feasible, but ensure the site will be properly graded for future use. (CN) (CT)

COASTAL ZONE LAND USE PLAN POLICIES

The California Coastal Act of 1976 included 35 coastal policies which were intended to form the parameters for planning the State's Coastal Zone. Unlike the General Plan where the policies evolved from the public input (primarily workshops) and then formed the basis for land use decisions, in coastal planning the policies are given. These policies are used to justify the various proposed land uses (See Local Coastal Land Use Plan Description). The coastal policies are included here.

It is important to note that these policies are binding on the coastal portion of Pacifica's Plan; and can be amended only with the State Coastal Commission's approval. However, although they supplement the mandatory elements of the General Plan, the policies are not binding on the portion of the City outside the 1979 Coastal Zone (the area east of Highway 1).

Most of the coastal policies are applicable to particular General Plan elements. Where appropriate, references to the elements are noted. Listed below is a key to the symbols used.

SYMBOLS

C - Circulation Element
SS - Seismic Safety and Safety Element
SH - Scenic Highways Element
CN - Conservation Element
OS - Open Space Element
N - Noise Element
H - Housing Element
CD - Community Design Element
HS - Historic Element
CF - Community Facilities Element
LU - Land Use Element

Coastal Act Policies

1. Maximum access shall be conspicuously posted and recreational opportunities shall be provided for all people consistent with public safety needs and the need to protect public rights, rights of property owners, and natural resource areas from overuse. (C) (SS) (CN) (OS)

2. Development shall not interfere with the public's right of access to the sea where acquired through use of legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation. (LU)

3. Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where (1) it is inconsistent with public safety, military security needs, or the protection of fragile coastal resources; (2) adequate access exists nearby, or; (3) agriculture would be adversely affected. Dedicated accessways shall not be required to be opened to public use until a public agency or private association agrees to accept responsibility for maintenance and liability of the accessway. (SS) (LU)

4. Wherever appropriate and feasible, public facilities, including parking areas or facilities, shall be distributed throughout an area so as to mitigate against the impacts, social and otherwise, of overcrowding or overuse by the public of any single area. (CN) (CF) (LU)

5. Lower cost visitor and recreational facilities and housing opportunities for persons of low and moderate income shall be protected, encouraged, and where feasible, provided. Developments providing public recreational opportunities are preferred. New housing in the Coastal Zone shall be developed in conformity with the standards, policies, and goals of the local housing elements adopted in accordance with the requirements of Subdivision (c) of Section 65302 of the Government Code. (H) (LU)

6. Coastal areas suited for water-oriented recreational activities that cannot readily be provided at inland water areas shall be protected for such uses.

7. Oceanfront land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be accommodated on the property is already adequately provided for in the area. (LU)

8. The use of private lands suitable for visitor-serving commercial recreational facilities designed to enhance public opportunities for coastal recreation shall have priority over private residential, general industrial, or general commercial development, but not over agriculture or coastal-dependent industry. (H) (LU)

9. Upland areas necessary to support coastal recreational uses shall be reserved for such uses, where feasible. (LU)

10. Increased recreational boating use of coastal waters shall be encouraged, in accordance with this subdivision, by developing dry storage areas, increasing public launching facilities, providing additional berthing space in existing harbors, limiting non-water-dependent land uses that congest access corridors and preclude boating support facilities in natural harbors, new protected water area, and in areas dredged from dry land. (CF) (LU)

11. Marine resources shall be maintained, enhanced, and where feasible, restored. Special protection shall be given to areas and species of special biological or economic significance. Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes.

12. The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of wastewater discharge and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface waterflow, encouraging wastewater reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams. (CN) (CF) (LU)

13. Protection against the spillage of crude oil, gas, petroleum products, or hazardous substances shall be provided in relation to any development of transportation of such materials. Effective containment and cleanup facilities and procedures shall be provided for accidental spills that do occur.

14. The diking, filling or dredging of open coastal waters, wetlands, estuaries, and lakes shall be permitted in accordance with other applicable provisions of this policy, where there is no feasible, less environmentally damaging, alternative and where feasible mitigation measures have been provided to minimize adverse environmental effects, and shall be limited to the following:

    (a) New or expanded port, energy and coastal-dependent industrial facilities, including commercial fishing facilities.

    (b) Maintaining existing, or restoring previously dredged, depths in existing navigational channels, turning basins, vessel berthing and mooring areas, and boat launching ramps.

    (c) In wetland areas only, entrance channels for new or expanded boating facilities; and in a degraded wetland, identified by the Department of Fish and Game for boating facilities if, in conjunction with such boating facilities, a substantial portion of degraded wetland is restored and maintained as a biologically productive wetland; provided, however, that in no event shall the

size of the wetland area be used for such boating facility, including berthing space, turning basins, necessary navigational channels, and any necessary support service facilities, be greater than 25 percent of the total wetland area to be restored.

(d) In open coastal waters, other than wetlands, including streams, estuaries and lakes, new or expanded boating facilities.

(e) Incidental public services purposes, including, but not limited to, burying cables and pipes or inspection of piers and maintenance of existing intake and outfall lines.

(f) Mineral extraction, including sand for restoring beaches, except in environmentally sensitive areas.

(g) Restoration purposes.

(h) Nature study, aquaculture, or similar resource-dependent activities.

(1) Dredging and spoils disposal shall be planned and carried out to avoid significant disruption to marine and wildlife habitats and water circulation. Dredge spoils suitable for beach replenishment should be transported for such purposes to appropriate beaches, or into suitable longshore current systems.

(2) In addition to the other provisions of this section, diking, filling, or dredging in existing estuaries and wetlands shall maintain or enhance the functional capacity of the wetland or estuary. Any alteration of coastal wetlands identified by the Department of Fish and Game shall be limited to very minor incidental public facilities, restorative measures and nature study. (CN) (CF) (OS) (LU)

15. Facilities serving the commercial fishing and recreational boating industries shall be protected and, where feasible, upgraded. Existing commercial fishing and recreational boating harbor space shall not be reduced unless the demand for those facilities no longer exists or adequate substitute space has been provided. Proposed recreational boating facilities shall, where feasible, be designed and located in such a fashion as not to interfere with the needs of the commercial fish industry.

16. Revetments, breakwaters, groins, harbor channels, seawalls, cliff retaining walls, and other such construction that alters natural shoreline processes shall be permitted when required to serve coastal-dependent uses or to protect existing structures or public beaches in danger from erosion and when designed to eliminate or mitigate adverse impacts on local shoreline sand supply. Existing marine structures causing water stagnation contributing to pollution problems and fishkills should be phased out or upgraded where feasible. (SS) (CF) (LU)

17. Channelizations, dams, or other substantial alterations of rivers and streams shall incorporate the best mitigation measures feasible, and be limited to: (1) necessary water supply projects; (2) flood control

projects where no other method for protecting existing structures in the flood plain is feasible and where such protection is necessary for public safety or to protect existing development, or; (3) developments where the primary function is the improvement of fish and wildlife habitat. (SS) (CN) (N) (CF) (LU)

18. Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on such resources shall be allowed within such areas. Development in areas adjacent to environmentally sensitive habitat areas and parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade such areas and shall be compatible with the continuance of such habitat areas. (CN) (OS) (CD) (LU)

19. The maximum amount of prime agricultural land shall be maintained in agricultural production to assure the protection of the areas' agricultural economy, and conflicts shall be minimized between agricultural and urban land uses through the following:

    (a) By establishing stable boundaries separating urban and rural areas, including, where necessary, clearly defined buffer areas to minimize conflicts between agricultural and urban land uses.

    (b) By limiting conversions of agricultural lands around the periphery of urban areas to the land where the viability of existing agricultural use is already severely limited by conflicts with urban uses and where the conversion of the lands would complete a logical and viable neighborhood and contribute to the establishment of a stable limit to urban development.

    (c) By developing available lands not suited for agriculture prior to the conversion of agricultural lands.

    (d) By assuring that public service and facility expansions and non-agricultural development do not impair agricultural viability, either through increased assessment costs or degraded air and water quality.

    (e) By assuring that all divisions of prime agricultural lands and all development adjacent to prime agricultural lands shall not diminish the productivity of such prime agricultural lands. (CN) (CF) (LU)

20. All other lands suitable for agricultural use shall not be converted to non-agricultural use unless: (1) continued or renewed agricultural use is not feasible, or; (2) such conversion would preserve prime agricultural land or concentrate development consistent with Policy 23. Any such permitted conversion shall be compatible with continued agricultural use on surrounding lands. (LU)

21. The long-term productivity of soils and timberlands shall be protected, and conversions of coastal commercial timberlands in units of commercial size to other uses of their division into units of noncommercial size shall be limited to providing for necessary timber processing and related facilities. (CN)

22. Where development would adversely impact archaeological or paleontological resources as identified by the State Historic Preservation Officer, reasonable mitigation measures shall be required. (OS) (HS)

23. New development, except as otherwise provided in this policy, shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it, in other areas with adequate public services and where it will not have significant adverse effects, either individually or cumulatively, on coastal resources. In addition, land divisions, other than leases for agricultural uses, outside existing developed areas shall be permitted only where 50 percent of the usable parcels in the area have been developed and the created parcels would be no smaller than the average size of surrounding parcels. Where feasible, new hazardous industrial development shall be located away from existing developed areas. Visitor-serving facilities that cannot feasibly be located in existing developed areas shall be located in existing isolated developments or at selected points of attraction for visitors. (LU)

24. The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to, and along, the ocean and scenic coastal areas, to minimize the alteration of natural landforms, to be visually compatible with the character of surrounding areas, and where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas, such as those designated in the California Coastline Preservation and Recreation Plan, prepared by the California Department of Parks and Recreation and by local government, shall be subordinate to the character of its setting. (CN) (OS) (CD) (LU)

25. The location and amount of new development should maintain and enhance public access to the coast by: (1) facilitating the provision or extension of transit services; (2) providing commercial facilities within or adjoining residential development, or in other areas that will minimize the use of coastal access roads; (3) providing non-automobile circulation within the development; (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation; (5) assuring the potential for public transit for high intensity uses, such as high-rise office buildings, and by; (6) assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans with the provision of on-site recreational facilities to serve the new development. (C) (LU)

26. New development shall:

    (a) Minimize risks to life and property in areas of high geologic, flood and fire hazard.

    (b) Assure stability and structural integrity, and neither create nor contribute significantly to erosion geologic instability, or destruction of the site or surrounding areas or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs.

(c) Be consistent with requirements imposed by an air pollution control district or the State Air Resources Control Board as to each particular development.

(d) Minimize energy consumption and vehicle miles traveled.

(e) Where appropriate, protect special communities and neighborhoods which, because of their unique characteristics, are popular visitor destination points for recreational uses. (C) (SS) (CN) (CD) (LU)

27. New or expanded public works facilities shall be designed and limited to accommodate needs generated by development or uses permitted consistent with the provisions of this policy; provided, however, that it is the intent of the Legislature that State Highway Route 1 in rural areas of the Coastal Zone remain a scenic two-lane road. Special districts shall not be formed or expanded except where assessment for, and provision of, the service would not induce new development inconsistent with this policy. Where existing or planned public works facilities can accommodate only a limited amount of new development, services to coastal-dependent land use, essential public services and basic industries vital to the economic health of the region, State or Nation, public recreation, commercial recreation, and visitor-serving land uses shall not be precluded by other development. (C) (SH) (CF) (LU)

28. Coastal-dependent developments shall have priority over other developments on or near the shoreline. Except as provided elsewhere in this policy, coastal-dependent developments shall not be sited in a wetland. (LU)

29. Coastal-dependent industrial facilities shall be encouraged to locate or expand within existing sites and shall be permitted reasonable long-term growth where consistent with this policy. However, where new or expanded coastal-dependent industrial facilities cannot feasibly be accommodated consistent with other policies of this policy, they may nonetheless be permitted in accordance with this section if: (1) alternative locations are infeasible or more environmentally damaging; (2) to do otherwise would adversely affect the public welfare, and; (3) adverse environmental effects are mitigated to the maximum extent feasible. (LU)

30. Multi-company use of existing and new tanker facilities shall be encouraged to the maximum extent feasible and legally permissible, except where to do so would result in increased tanker operations and associated on-shore development incompatible with the land use and environmental goals for the area. New tanker terminals outside of existing terminal areas shall be situated as to avoid risk to environmentally sensitive areas and shall use a monobuoy system, unless an alternative type of system can be shown to be environmentally preferable for a specific site. Tanker facilities shall be designed to: (1) minimize the total volume of oil spilled; (2) minimize the risk of collision from movement of other vessels; (3) have ready access to the most effective feasible containment and recovery equipment for oil spills, and; (4) have on-shore deballasting facilities to receive any fouled ballast water from tankers where operationally or legally required.

Only one liquefied natural gas terminal shall be permitted in the Coastal Zone until engineering and operational practices can eliminate any significant risk to life due to accident or until guaranteed supplies of liquefied natural gas and distribution system dependence on liquefied natural gas are substantial enough that an interruption of service from a single liquefied natural gas facility would cause substantial public harm. Until the risks inherent in liquefied natural gas terminal operations can be sufficiently identified and overcome, and such terminals are found to be consistent with the health and safety of nearby human populations, terminals shall be built only at sites remote from human population concentrations. Other unregulated development in the vicinity of a liquefied natural gas terminal site which is remote from human population concentrations shall be prohibited. At such time as liquefied natural gas marine terminal operations are found consistent with public safety, terminal sites only in developed or industrialized port areas may be approved.

31. Oil and gas development shall be permitted in accordance with Policy 29, if the following conditions are met:

(a) The development is performed safely and is consistent with the geologic conditions of the well site.

(b) New or expanded facilities relation to such development are consolidated to the maximum extent feasible and legally permissible, unless consolidation will have adverse environmental consequences and will not significantly reduce the number of producing wells, support facilities, or sites required to produce the reservoir economically and with minimal environmental impacts.

(c) Environmentally safe and feasible sub-sea completions are used when drilling platforms or islands would substantially degrade coastal visual qualities unless use of such structures will result in substantially less environmental risks.

(d) Platforms or islands will not be sited where a substantial hazard to vessel traffic might result from the facility or related operations, determined in consultation with the United States Coast Guard and the Army Corps of Engineers.

(e) Such development will not cause or contribute to subsidence hazards unless it is determined that adequate measures will be undertaken to prevent damage from such subsidence.

(f) With respect to new facilities, all oil field brines are reinjected into oil producing zones unless the Division of Oil and Gas of the Department of Conservation determines to do so would adversely affect production of the reservoirs and unless injection into other subsurface zones will reduce environmental risks. Exceptions to reinjections will be granted consistent with the Ocean Waters Discharge Plan of the State Water Resources Control Board and where adequate provision is made for the elimination of petroleum odors and water quality problems. Where appropriate, monitoring programs to record land surface and near shore ocean floor movements shall be initiated in locations of new large-scale fluid extraction on land or near shore before operations begin and shall continue until surface conditions have stabilized. Costs of

monitoring and mitigation programs shall be borne by the liquid and gas extraction operators.

32. New or expanded refineries or petrochemical facilities not otherwise consistent with the provisions of this policy shall be permitted if: (1) alternative locations are not feasible or are more environmentally damaging; (2) adverse environmental effects are mitigated to the maximum extent feasible; (3) it is found that not permitting such development would adversely affect the public welfare; (4) the facility is not located in a highly scenic or seismically hazardous area, on any of the Channel Islands, or within or contiguous to environmentally sensitive areas, and; (5) the facility is sited so as to provide a sufficient buffer area to minimize adverse impacts on surrounding property.

33. In addition to meeting all applicable air quality standards, new or expanded refineries or petrochemical facilities shall be permitted in areas designated as air quality maintenance areas by the State Air Resources Board and in areas where coastal resources would be adversely affected only if the negative impacts of the project upon air quality are offset by reductions in gaseous emissions in the area by the users of fuels, or in the case of an expansion of an existing site, total site emission levels, and site levels for each emission type for which national or State ambient air quality standards have been established, do not increase.

34. New or expanded refineries or petrochemical facilities shall minimize the need for once-through cooling by using air cooling to the maximum extent feasible and by using treated wastewaters from implant processes where feasible.

35. New or expanded thermal electric generating plants may be constructed in the Coastal Zone if the proposed coastal site has been determined by the State Energy Resources Conservation and Development Commission to have greater relative merit pursuant to the established standard than available alternative sites and related facilities for an applicant's service area which has been determined to be acceptable pursuant to the established regulations.

GENERAL PLAN LAND USE DEFINITIONS

The Local (Coastal) Land Use (LUP) Map shows the general location of the public and private land uses proposed for the future in Pacifica. The Map is not detailed or specific. The intent is to show the predominant use intended for an area. The Map illustrates the thrust of development expected within the City in the next 20 years. The categories of uses shown on the Map are described below:

Open Space Residential - Indicates residential, agriculture, and recreation uses are allowed if consistent with objectives stated within the General Plan for specific sites. In the Coastal Zone, only residential and very low intensity, non-structural recreational uses are allowed if consistent with objectives stated in the LUP for specific sites. Residential development densities are designated at an average density of more than five acres for each residential unit. The exact site area per unit will be determined by the existing conditions on the site, such as slope, geology, soils, access, availability of utilities, availability of adequate sewage and highway capacity, public safety, visibility, and environmental sensitivity.

Very Low Density Residential - Indicates residential development which averages one-half to five acres per dwelling unit. The number of units per site will be determined by the physical conditions of the site, including slope, geology, soils, access, availability of utilities, availability of adequate sewage and highway capacity, public safety, visibility, and environmental sensitivity.

Low Density Residential - Indicates an average of 3 to 9 dwelling units to the acre. The specific density and type of units will be determined by site conditions, including slope, geology, soils, access, availability of utilities, public safety, visibility, and environmental sensitivity.

Medium Density Residential - Indicates an average of 10 to 15 dwelling units per acre. Site conditions will determine specific density and building type. Site conditions include slope, geology, soils, access, availability of utilities, public safety, visibility, and environmental sensitivity.

High Density Residential - Designates an average of 16 to 21 dwelling units to the acre. The precise density, distribution and type of unit will be determined by physical constraints, including slope, geology, soils, availability of utilities, availability of adequate sewage and highway capacity, public safety, visibility, and environmental sensitivity.

Density Bonus - A program which allows projects providing rental units and affordable housing to exceed the maximum density designation of a site in accordance with the following standards:

1. The following maximum increase in density is permitted:

   (a) 15 percent for market rate rental units;
   (b) 25-50 percent for affordable units;

(c) 50 percent for elderly or handicapped units.

2. The bonus program is not applicable to the following geographic areas in the Coastal Zone:

(a) Land designated Open Space Residential;
(b) Land designated Special Area.

Commercial - Indicates the variety of potential commercial uses the City might attract, including visitor-serving commercial, retail commercial, office, heavy commercial and light industrial. The type of commercial use recommended for a site is stated in the General Plan Land Use Description. Mixed residential and commercial uses are allowed when the dwelling units are located above the commercial uses. Intensity of residential development shall be regulated with a minimum of 2,000 sq. ft. of lot area per unit.

Beach and Commuter Parking - Designated areas where the priority use is public parking. Underlying zoning of these areas will be consistent with adjacent land uses. Priority will be placed on the City seeking funding to implement use.

Public and Semi-Public - Indicates uses such as public or private schools, or privately-operated services. In the case of public schools shown on the Map, should the existing use be discontinued, the proposed use should be compatible with the adjacent neighborhood residents and the existing playground facilities should remain available to neighborhood residents. Should the School District decide to discontinue educational use and sell the property, the land use of the site will be the designation consistent and compatible with the adjacent existing uses, and provision should be made to continue to make available a suitable neighborhood playground area as a part of the future use and development.

Parks - Designates publicly-owned areas, either now developed for recreation use or intended for future recreation development.

Greenbelts - Publicly-owned or privately-owned open areas not intended for development. These areas may include:

1. Land which is physically unsuitable for development due to geotechnical hazards, excessive steepness, or other environmental constraints.

2. Areas to remain undeveloped as a result of density transfer or trade off.

3. Areas covered by open space, recreational, or scenic easements.

4. Open areas providing a physical and visual buffer between developed or open areas.

5. Open space required as mitigation for environmental impacts.

Prominent Ridgelines - A designation assigned to the most scenic of the City's ridges in order to protect their visual importance. The intent is to limit development on these ridges as much as possible. Zoning

would require owners to focus development on suitable portions of their property off the ridges. Where there is no suitable property off the ridge itself, then carefully designed and regulated development could be permitted on the ridge. Such ridgeline development would be required to use creative grading and structural design to make the resulting residential units as inconspicuous as possible to those viewing them from a distance. Roadways would be permitted on prominent ridgelines provided they are graded into the contours of the hillside.

Agriculture - A designation for lands which are under cultivation or intensively used for agricultural use.

Proposed Roadways - The symbol indicates the general location of new roadways discussed in the Circulation Element of the General Plan and proposed in the land use description.

Utilities - A designation indicating the location of the existing public utilities, such as water tanks, serving the City.

Special Area - An area, as described in the text, within which special physical or economic problems exist and for which more than one use would be acceptable, based on the land use designation in the Plan description and the findings of the Environmental Impact Report, site plan, and other required evaluation.

Neighborhood Boundary - Boundaries as shown on neighborhood maps and as described in the Plan text were based on 1970 Census Tract boundaries to simplify future data correlation and applicability. In some cases, these boundaries are not consistent with commonly recognized neighborhood boundaries.

Hazardous/Protective Open Space - Land determined by geotechnical study or by previous ground failure to be unsuitable for structural development, and therefore a threat to the public health, safety and welfare. After appropriate study and public hearing, such land should be designated protective open space.

Net Developable Area - The portion of a site determined by a geologist to remain usable throughout the design life of the project and determined to be adequate to withstand a 100-year hazard event.

Design Life - The time span during which the designer expects the development to safely exist, generally 100 years.

Transfer of Development Rights - A program which allows the residential density permitted on a site (sender site) to be transferred to a different site (receiver site). Upon completion of the transfer, all development rights on the sender site are retired.

LAND USE ELEMENT: DESCRIPTION BY NEIGHBORHOOD

Transfer of Development Rights - The policies of the Land Use, Housing, and Open Space Elements of this General Plan call for the establishment of a Transfer of Development Rights Program which will help implement those elements.

The purpose of the Transfer of Development Rights Program is to provide a mechanism to relocate potential development from areas where environmental or land use impacts could be severe to other areas more appropriate for development, to preserve significant open space resource areas within the City, to encourage protection of natural, scenic, recreational and agricultural values of open space lands, and to control development and minimize damage in potentially hazardous and flood prone areas by the transfer of rights to development from properties in such areas to qualified properties in other parts of the City, while still granting appropriate residential development rights to each property.

Such a program is consistent with the purposes of this Land Use Element and furthers the goals of the Housing, Land Use, Open Space and Recreation, and Seismic Safety and Safety Elements of this General Plan.

A "receiver" site developed under an approved Transfer of Development Rights Program may exceed the maximum density established herein if the excess density is a result of units transferred from a "sender" site so that there is no net increase in overall density. Except for the quarry, no property within the Coastal Zone designated Special Area or Open Space Residential may be a receiver site. The quarry may be approved as a receiver site due to its already disturbed condition. Such prohibition shall not prohibit intra-site transfers within such areas.

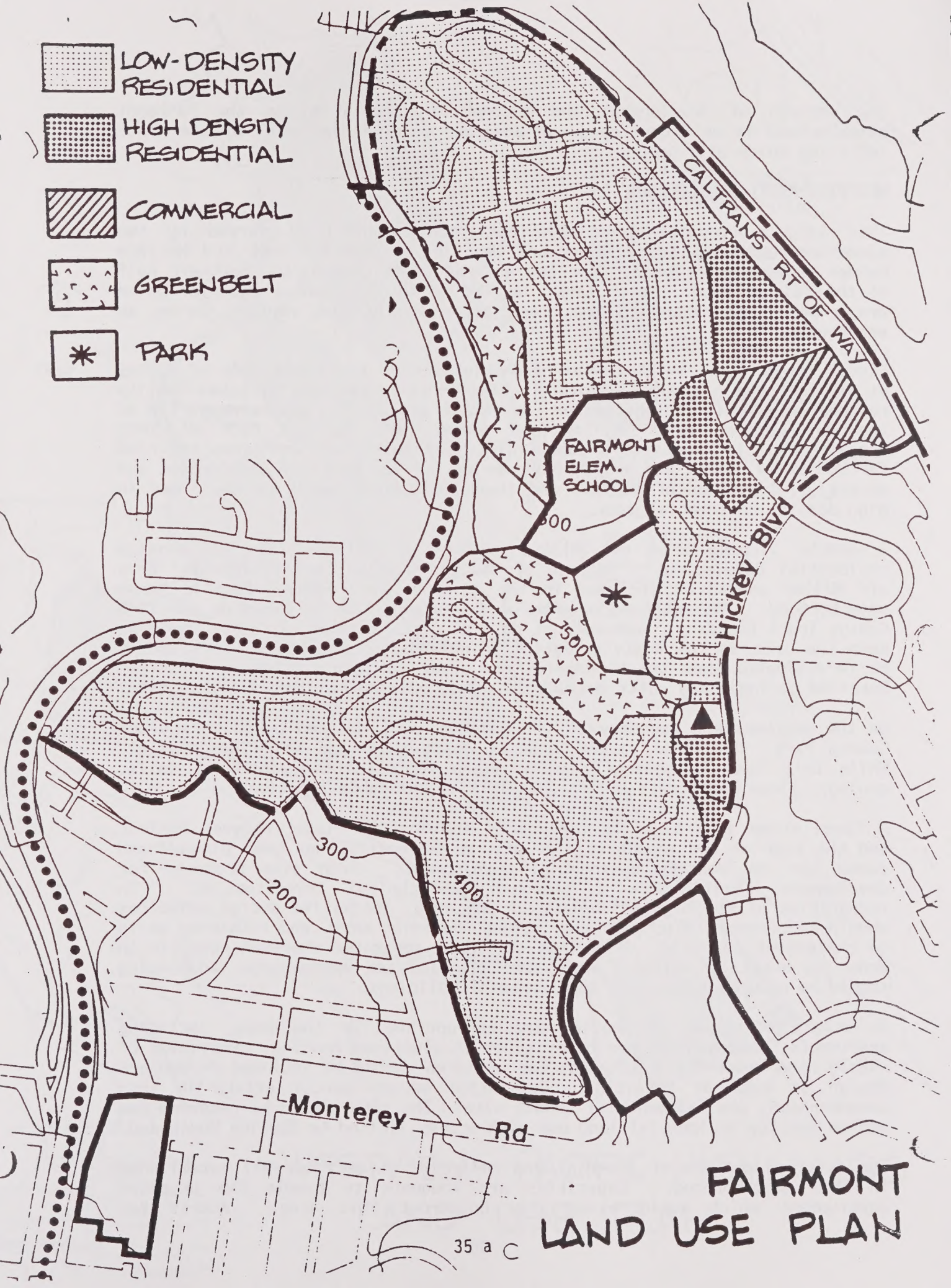
INLAND AREAS

Inland Areas include the established neighborhoods and vacant lands between Highway 1 and Skyline Boulevard. These neighborhoods include: Fairmont, Westview-Pacific Highlands, East Edgemar-Pacific Manor, East Sharp Park, East Fairway Park-Vallemar-Rockaway Beach, West Linda Mar, Linda Mar and Park Pacifica.

FAIRMONT

Much of the Fairmont neighborhood is hilly and was developed during the post-war building boom. Two City-owned greenbelts protect the steeper slopes adjacent to Highway 1. Fairmont Elementary School and Fairmont Park and Community Center provide community focal points and developed play areas. The San Andreas Fault and its study zone cross the midsection of this neighborhood.

The predominant land use is single-family residential; however, north of Hickey Boulevard multiple-family units have been developed and a neighborhood shopping center is on the northwest corner of Skyline and Hickey Boulevards. This center is patronized by Pacifica and Daly City residents. Improved maintenance of the center would greatly add to its appeal and value as a neighborhood shopping center.



FAIRMONT LAND USE PLAN

The pattern of development and automobile circulation in the Fairmont neighborhood is well developed and adequate to meet the needs of the minor infilling which will occur.

WESTVIEW-PACIFIC HIGHLANDS

This large, predominantly single-family neighborhood is served by two elementary schools, San Andreas and Westview. Imperial Park and Horizon Garden provide open space. The San Andreas Fault crosses the northern half of the neighborhood. Water tanks located on the hill above Imperial Drive are a potential hazard to the homes below should they rupture during an earthquake.

Except for a large multiple-family development on the south side of Hickey at Skyline, the dominant land use is single-family residential. Low density residential use is designated for the vacant site at the southernmost tip of the neighborhood near Skyline and Sharp Park Road. Part of this southernmost site contains a superficial landslide which indicates the need for sensitive design and proper engineering for the proposed development and access. The corner of Skyline and Sharp Park Road should be developed in high density residential uses.

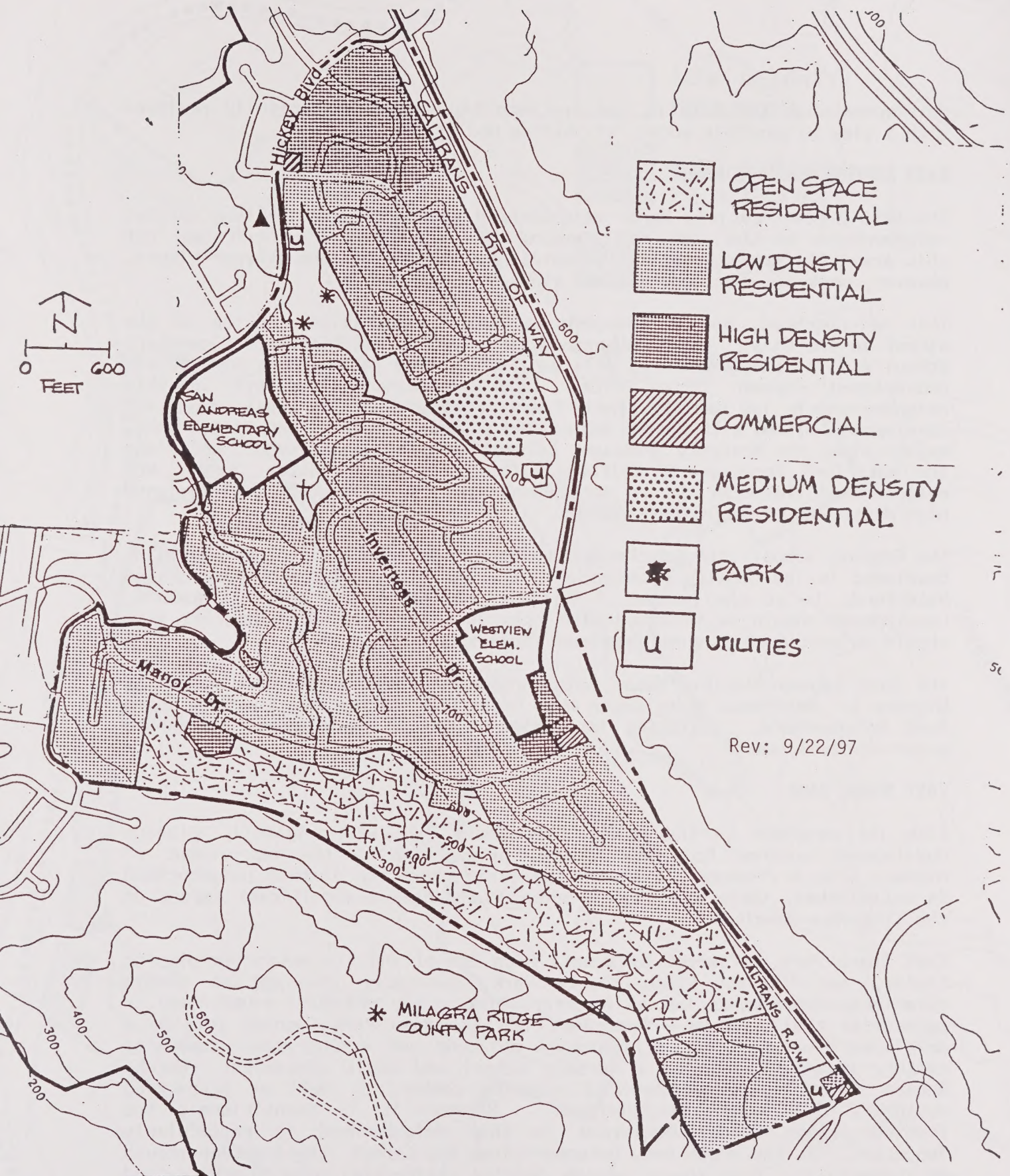
A gently sloping area off Miller Avenue is suitable for low density residential development. Because of its orientation, the residential area off Miller should be included in the adjacent East Edgemar-Pacific Manor neighborhood. The existing neighborhood boundary line is based on the 1970 Census Tract boundary. For current data analysis reasons, it is valuable to keep the area in the Westview-Pacific Highlands neighborhood. This should be re-evaluated when the boundaries are drawn for the subsequent Censuses. Detailed geologic and soils evaluation should also be required for this site.

On the southwestern boundary of the neighborhood, defined by Milagra Ridge County Park, the large vacant area is designated Open Space Residential. While this land is generally quite steep, detailed evaluation of soils, geology, slope and access could identify some buildable locations.

A large steep area along Monterey Road and Norfolk Place, between Norfolk and the rear of the single-family lots on Heathcliff, has been planned and zoned for low density residential development. Each site proposed for development should have a thorough geotechnical investigation. In recognition of the high visibility of the area, innovative design solutions should be proposed which minimize height, building mass, and retaining walls to the extent feasible. Buildings should be separated wherever possible in order to break up building mass, and adequate and appropriate landscaping should be used to soften the appearance of buildings.

A variety of types of housing are appropriate for the area, including apartments, condominiums, or other types of clustered housing. Provision of usable open space for play areas for children should be included in project design as much as possible. One major vacant parcel exists in this neighborhood, the Fairmont III School site. The site should be reserved for medium density residential land use with access limited to Skyline Boulevard.

The existing pattern of arterial and collector streets is well established in this neighborhood. Capacities are adequate to handle the proposed development which would essentially build-out this area. Access for



WESTVIEW - PACIFIC HIGHLANDS
LAND USE PLAN

developments on the site at the southern tip should be carefully reviewed with a view to possible access to Skyline Boulevard.

EAST EDGEMAR-PACIFIC MANOR

The East Edgemar-Pacific Manor neighborhood was once a part of the coastal neighborhoods to the west, but construction of Highway 1 as a freeway cut this area off from its coastal orientation. Housing on the steeper slopes, however, commands spectacular ocean views.

This neighborhood, one of the original beach communities, is one of the oldest in the City. The neighborhood is served by Pacific Manor Elementary School and its playground, as well as a small City park on the edge of the undeveloped Edgemar School site. The predominant land use in this neighborhood is low density single-family residential. Marginal commercial development, mixed with poorly maintained residential units and vacant lots, exists along the Monterey frontage, between Waterford and Winwood, and along the Waterford frontage to Clifton. This area would better support the neighborhood character if it were encouraged to shift into well-designed high density residential development.

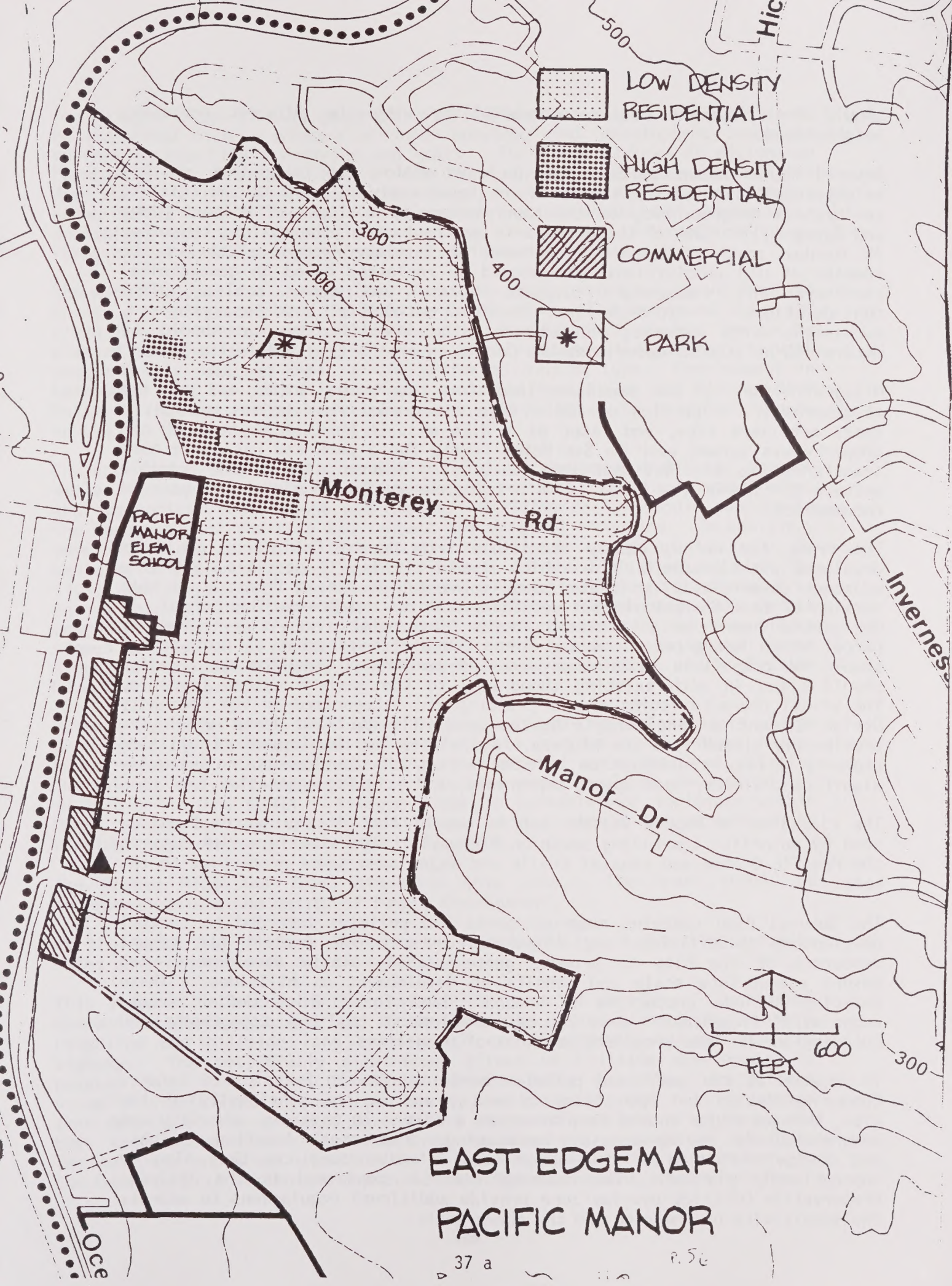
The Edgemar School site, declared surplus by the School District, should be developed in low density residential use. The site, bounded by Winwood and Waterford, is at the bottom of a bowl, and highly visible. Therefore, development should be designed with this location in mind. The City park should be continued as a neighborhood facility.

The East Edgemar-Pacific Manor neighborhood has good northbound access to Highway 1. Residents going south must cross the freeway into the West Sharp Park Neighborhood. Existing internal circulation is adequate to handle proposed development.

EAST SHARP PARK

Like its neighbor to the north, East Sharp Park was originally a beach development severed from its coastal orientation by the improvement of Highway 1 to a freeway. Although the basic character of this neighborhood is established, there are parcels which could have a significant impact on the City when developed.

East Sharp Park is served by Oceana High School and its extensive playing fields, and Milagra Ridge County Park, currently proposed to remain relatively undeveloped, but an important link in the ridgeline equestrian/ pedestrian trail system. Pomo Park and the Pomo Park Quonset provide a developed play area for neighborhood children and a City-owned community center, recently used for a nursery school and adult education. Eureka Square serves as a neighborhood shopping center, as well as attracting customers from other neighborhoods. Because it is transitional, the frontage along Oceana Boulevard in this neighborhood is particularly important. At the north end, between Paloma and Carmel, the frontage should be commercial. From there, medium density residential uses should extend along the frontage south to Eureka Square Shopping Center. South of the shopping center to Clarendon, the frontage should be developed in medium density residential uses. Project design should be planned to be compatible with the adjacent Low Density Residential area, including form, bulk, materials, and access to sunlight. No more than two stories of height


LOW DENSITY RESIDENTIAL
HIGH DENSITY RESIDENTIAL
COMMERCIAL
PARK
500
400
300
200
Monterey Rd
PACIFIC MANOR ELEM. SCHOOL
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0
600
FEET
300
EAST EDGEMAR
PACIFIC MANOR

should be allowed to ensure compatibility with the adjacent one-story neighborhood.

Several major vacant parcels are included within the boundaries of this neighborhood. Two of these parcels are immediately adjacent to the existing residential neighborhood, on the lower undeveloped slopes of Milagra Ridge and Gypsy Hill. One of these areas is at the back of the valley; the other is located south of Moana Way and east of Eastlake Avenue. Both are the remains of old subdivisions, and should be replatted based on geotechnical considerations, emergency equipment access and other public safety considerations. Although low density residential use is proposed, consistent with existing development, the specific density should be determined by studies describing the condition of the land and public safety.

Milagra Ridge is the dominant land form near the north end of the neighborhood. A portion of this ridge was graded when it was used as a coast artillery site, and later as a Nike missile base. The bulk of the property was turned over to San Mateo County for a park and has since been transferred to the National Park Service. However, the highly visible western portion of the ridge is in private ownership. A mixture of uses is recommended.

The front few acres, easily accessible from Oceana Boulevard, could be developed with commercial uses which should tie in, if possible, with the adjacent commercially designated area. The entire Oceana frontage in this section of East Sharp Park, between Milagra Drive and Oceana High School, is designated Commercial. Included in the Commercial area is a triangular parcel which has access from San Diego Court. Development of each parcel should be compatible with other proposed commercial development. Design should blend in with existing topography to the maximum extent feasible. The visual characteristics of the property are categorized in the Community Design Element as including ridgeline and hillside land forms which are prominently viewed from the highway. Guidelines for development of hillside property stress consideration of the effect of development on visually significant slopes, open space, topography, and existing vegetation.

The ridgeline is highly visible and is one of the first views of Pacifica seen by motorists travelling south on Highway 1. The site is a link between the Pacific Oceana and coastal trails and major open space properties to the east.

The General Plan contains numerous goals and policies intended to control development on hillsides and ridgelines in order to protect the visual resources of the City to promote geotechnically stable development, and ensure appropriate scale and density of development on hillsides. These policies include protection of natural land forms which define areas, especially ridgelines, and fitting development to the topography and building on the less prominent portions of ridgelines.

To respond to the goals and policies contained in the Seismic and Safety, Community Design and Open Space Elements, and to the sensitivity of the site, Milagra Ridge should be planned as a unit. In this way, the City can comprehensively review access, landscaping, development location, height, and design. Phasing of development and infrastructure can then also be appropriately planned. The coverage controls contained in the Hillside Preservation District overlay zone provide additional regulations to address the sensitivity of the site and the above goals.

The Milagra Ridge site is geographically divided into three areas and could be developed with a mixture of uses provided that development proposals conform to the City's policies and goals. The front plateau is designated "Commercial". The area has already been graded and, thus, commercial development could easily be accommodated. The property has outstanding ocean views and a variety of commercial uses would be appropriate, including, but not limited to, an inn, restaurant, recreational use, research and development, office, or convalescent hospital.

The middle slopes and the northern extension of the property, above Conchita Court, are designated Very Low Density Residential. The increased slope and visibility of these portions of the site require that project design be planned to minimize grading and be as visually unobtrusive as possible with single-family detached homes as the preferred housing type. Development in this area must be carefully designed to avoid impacts on the Mission Blue Butterfly habitat. Consideration should also be given to possible impacts on the San Bruno Elfin Butterfly.

Project design should minimize the mass of any proposed buildings through ample landscaping, provision of an adequate setback from the plateau edge, and appropriate roof height and design. Building design should conform to the topography of the site and suggest the original ridgeline. In addition, development design should de-emphasize the linear aspect of the site by avoiding a linear building layout. Because of the high visibility of the site, conformance with the above-cited goals and policies is essential to ensure appropriate development of the site. Development should be concentrated on the front plateau with density decreasing on the middle slopes to provide a smooth transition into the greenbelt designated upper slopes and the GGNRA beyond, and to avoid an adverse impact on the Mission Blue Butterfly habitat.

Between the areas where development is proposed and the western limit of the area owned by the County is the most visible portion on the lower ridge. Where necessary, this area should be revegetated as a required off-site improvement and left undeveloped. This open area should be considered for dedication to the GGNRA. Milagra Ridge is suitable for inclusion within GGNRA boundaries and the National Park Service should be encouraged to consider acquisition of the ridge if feasible.

The County Ridgeline Trail traverses this area. The trail should be incorporated into the design of future development.

At the south end of East Sharp Park is Gypsy Hill. A few single-family homes on large lots now dot this area.

This steep hill is one of the prominent features of the City. Its visual characteristics are categorized in the Community Design Element as including ridgeline and hillside land forms which are prominently viewed from the highway. The potentially significant effect of hillside development is pointed out, as is the importance of developing guidelines to protect visually significant slopes, open space, and natural grade. It is stated that development be directed toward less prominent portions of property and that significant slopes and ridgelines be preserved as much as possible. The policies encourage minimization of grading and fitting development to the topography to lessen the impact of hillside development on the terrain.

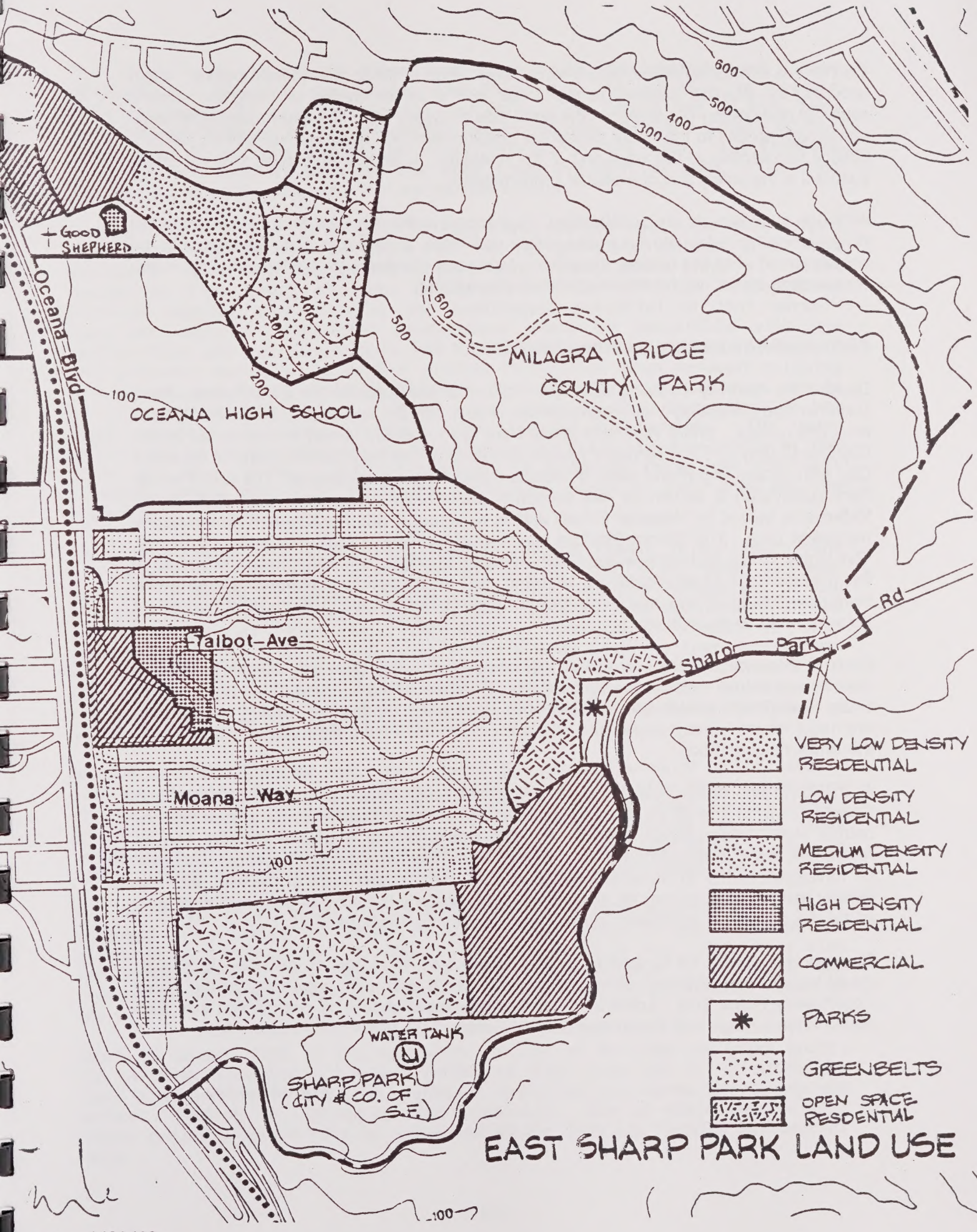
In response to the topography and the visual importance of the property, Gypsy Hill is divided into three land use categories. The eastern lot, with direct access to Sharp Park Road is designated Commercial. The Commercial designation recognizes the value of the view from the property as an incentive for visitor-serving development. A variety of commercial uses are appropriate, including, but not limited to, hotel and/or conference center, research and development, offices, or convalescent hospital. All commercial uses should be integrated. The proposed land use intensity and design should be appropriate for the site, given the property's high visibility and slope. Careful design is critical to achieve consistency with applicable goals and policies of the Community Design, Seismic and Safety, and Open Space Elements. To that end, design components, such as height, roof treatment, landscaping, exterior materials, and building arrangement should further General Plan goals and integrate development into the hillside as much as possible. Due to potential traffic impacts, through traffic from Sharp Park Road to the East Sharp Park area should not be permitted.

The upper and middle slopes west of the commercial area are the most visually prominent portion of the property and are, therefore, designated Open Space Residential. The density limitations buffer and offset the more intense land use permitted on the adjacent commercial property, as well as furthering the policies described above. A minimum lot size of more than five acres is permitted. Density should not be transferred from the lower area to the upper slopes. The existing underlying subdivision pattern does not correspond to the topography or to the Open Space Residential designation and the property should be resubdivided prior to development. Design and circulation should be planned to be responsive to the special characteristics of the property. Access shall be planned to Sharp Park Road, with no through access to the East Sharp Park area.

The lower portion of Gypsy Hill could blend into the developed area of East Sharp Park. Access should be planned to Clarendon Road and other East Sharp Park streets. The area is designated Low Density Residential, however, projects should be planned toward the low end of the range to be compatible with surrounding development and to minimize the effect on traffic, drainage, and grading.

Gypsy Hill is also regulated by the Hillside Preservation District (HPD) coverage limitations and processing requirements. Given the difference between the commercial and residential development concepts, it may be advantageous to both the City and the property owner to plan development for the two types of land uses separately. However, each phase of development must recognize potential future land uses, especially in regard to access and circulation.

The East Sharp Park neighborhood gains access to Highway 1 from Oceana Boulevard on the south end of the neighborhood at Sharp Park Road and on the north through the East Edgemar-Pacific Manor Neighborhood. Paloma Avenue provides access across Highway 1 to West Sharp Park and the coastal area north of Mori Point. Sharp Park Road, which forms the southern boundary of this neighborhood, is the major east-west connection in the City, and the first east-west connection north of Route 92 in Half Moon Bay. This heavily travelled road is considered to be very dangerous by residents. In their 1975 Coastal Corridor Study, the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) proposed operational and safety improvements be made to the Sharp Park Road. This project was included in MTC's six-year capital improvements program.



EAST SHARP PARK LAND USE

rev: 6/21/93

CalTrans is evaluating improvement alternatives. Two of these alternatives include: either widening the existing roadway to four lanes with a center divider, or using the existing roadway and adding two lanes on the north side of Gypsy Hill. The latter alternative would complicate access to the future residential development on Gypsy Hill, as well as create a difficult intersection at the west end of the roadway. A pedestrian-bicycle trail should be included in the safety and operational improvements.

Although many streets are substandard, local access within the East Sharp Park residential neighborhood is adequate for public safety and lends a desirable rustic character to the neighborhood. For this reason, the existing local road standards should be continued in this area as long as the neighborhood residents are satisfied.

EAST FAIRWAY PARK-VALLEMAR-ROCKAWAY

Despite the diversity in topography, the residential character of the East Fairway Park, Vallemar and Rockaway Valley communities is very similar - low density single-family uses are predominant. Sharp Park and Sharp Park Gold Course, owned and operated by the City and County of San Francisco, provide residents of this neighborhood, and of the entire City, with access to golf and views of wide, well-maintained open spaces. The East Fairway Park subdivision is served by ball diamonds and developed on an unused school site; Vallemar is served by Vallemar School and its playground; and Rockaway h no developed recreation area. The School District's administrative offices are also located in Vallemar. The highly visible and undeveloped east-west lateral ridges currently provide residents of this neighborhood access for hiking, exploring and horseback riding. Owners of these areas have now limited access and the adjacent City and County of San Francisco Watershed issues permits to equestrians.

Each of these communities is almost fully developed, with only a few difficult to develop sites left vacant. A vacant site off Sharp Park Road and the future use of the highly visible Sharp Park Road frontage and the east-west ridges which bracket the existing communities are major issues. Steep slopes and unstable ground compound the future development in this entire neighborhood.

At the north end of this neighborhood, at the southwest corner of Sharp Park Road and College Drive, is a large site once used as a quarry, consequently, it was altered from its natural state. Appropriate uses for this site would include a mix of medium density residential, low density residential and church uses. Medium density residential uses may be developed on up to two-thirds of the westerly developable area of the site, and low density residential uses may be developed on the easterly one-third of the developed area of the site, if deemed appropriate and compatible with the neighborhood.

Development should be located far enough away from the edge of the slope to reduce visual impact. Development plans should also include easement provisions for the future County-wide Ridge Trail. Location of the trail easement should be coordinated with San Mateo County Ridge Trail Committee and the Golden Gate National Recreation Area.

(*Last Amended: GPA-75-00)*

The south side of Sharp Park Road should be designated Open Space Residential. Between the quarry and Sharp Park is an area in private ownership now used as a rifle range and farm. The future use of this area is important because of its potential impact on the City and County of San Francisco's Sharp Park and on the views from Sharp Park Road. The frontage on Sharp Park Road is proposed for open space residential uses. The area now being farmed is proposed for agricultural uses.

A major vacant parcel is in East Fairway Park, on the east side of existing development on the lower slopes of the ridge dividing the area from Vallemar. Potential geotechnical problems, slope, visibility, a limited amount of flat area, and the provisions of the Hillside Preservation District overlay zone restrict the development potential of this parcel. Very low density residential development would be compatible with the neighborhood and consistent with the constraints of the property. Because the property serves as a highly visible transition area between existing development and the Golden Gate National Recreation Area, development should be clustered on the lower, flatter areas with density decreasing as the slope increases and moves farther from existing development. The upper slopes should remain undeveloped in order to maintain the continuity of the slope and open space. Access could be at Ridgeway Drive and the ball diamonds should remain to serve the recreation needs of this area and the community.

Only three areas with slopes less than 35 percent remain in Vallemar. One of these is at the front of the valley on the north side, above Vallemar School. Problems of access, slope, visibility, and the limitations of the Hillside Preservation District overlay zone indicate that development in the lower quarter of the Very Low Density Residential range is most appropriate. The transitional nature of the area requires that development be concentrated in the lower, flatter areas of the site with density decreasing as the slope increases. Development must be sensitive to potential physical and visual impacts, and must be carefully designed to avoid over-impacting neighborhood streets.

At the back of Vallemar are two fingers of the valley which still contain some developable land less than 35 percent slope. Because they are a part of the very steep unstable and highly visible face of the coastal ridge, these sites have been included in the coastal ridges Special Area designation on the Land Use Map. For a detailed discussion of their use see Park Pacifica Neighborhood description section on Coastal Ridge Special Area.

At the front of Vallemar is an open green area now occupied by a motel composed of a number of small cottages. This area is partially in the Calera Creek flood plain. A popular stopping place in the 1920s, this site should continue in its highway oriented commercial use. Appearance and recognition of the flood plain should be considered in any future reuse of the site.

There is vacant land in the southwest portion of Vallemar on Franz Court. The property contains a limited amount of flat area and it is backed by steep slopes. Visibility from Highway 1 should be considered during project review. Parking is limited on the cul-de-sac. Due to these constraints, future projects should only be submitted at the Very Low Density Residential range.

On the east side of Highway 1, between the Vallemar and Rockaway Valleys, there is a flat parcel backed by a steeper slope with highway frontage. The future widening of Highway 1 in this area may have some impact on the amount of land available for development. A frontage road between Rockaway and Vallemar is planned, however, the timing for the anticipated improvements is not certain. Retail commercial uses are suggested for the flat highway frontage if enough remains, and low density residential use for the moderate slopes behind. In order to minimize grading and the use of retaining walls, and because of geotechnical safety, access, and visibility concerns, development should be confined to the lower area of the site, leaving the prominent ridge and steep slopes open. Problems of access and geotechnical conditions, along with the constraints of the Hillside Preservation District, indicate that development should be within the lowest quarter of the Low Density Residential range. Design should be a prime consideration since this location will be highly visible from Highway 1 and the future proposed visitor-oriented commercial development at the quarry. A GGNRA access trail should be incorporated into the design of future development.

On both the north and south sides of the Rockaway Valley are undeveloped areas under 35 percent slope. In some cases, they were previously subdivided, based on standards no longer acceptable. Because of soils and geologic problems, visual impacts, as well as public safety hazards, such as limited emergency access and high potential for grass fires, very low density residential development is recommended for these remaining hillside areas. Again, the sizes of lots or number of units should be determined on a site-by-site basis.

At the end of Rockaway is a box canyon which is part of a larger, topographically complex parcel in single ownership. This parcel should be considered as a unit for development purposes. Access via Fassler Avenue or Estella Drive is discouraged due to potential traffic impacts on Fassler Avenue and the extensive cut and fill required. Access will, therefore, be limited to Rockaway Beach Avenue. Due to the narrowness of the street and potential traffic impacts, the box canyon area is best suited for Very Low Density Residential development. Development of the entire parcel will also be limited by Hillside Preservation District zoning and the potential for visual, geotechnical, and hydrological impacts. In order to minimize these potential impacts, development should be concentrated in the flat areas to the maximum extent possible. As called for in the Open Space and Recreation Element of the General Plan, a park designed to meet the needs of the Rockaway Beach neighborhood should be established on the flat area at the front of the box canyon area to serve as a buffer between new development and the existing neighborhood. In addition, a secondary access to Sweeney Ridge should be provided at the end of Fassler Avenue. The access should include a trail head and signage. An appropriate location for parking should be determined after receiving input from the Golden Gate National Recreation Area. Public purchase of the entire parcel for inclusion in the Golden Gate National Recreation Area is encouraged by the National Park Service.

Between the Rockaway Beach neighborhood and the box canyon is just over an acre of relatively flat vacant land. This area is designated Low Density Residential and should be developed with single-family detached dwellings which are consistent with the developing pattern of the neighborhood.

Much of the acreage of the Rockaway area includes steep, unbuildable slopes of the coastal ridges. However, there are locations where slope, soil

conditions, geology and access makes possible a house or a small cluster of houses unobtrusively placed on the hillside, or in a hidden valley. Because this area requires special treatment and necessarily very low residential densities, if they are possible at all, it has been designated Open Space Residential on the Land Use Map. The minimum lot size here would have to be more than five acres and, given the constraints of the difficult terrain, may be substantially more.

The most scenic of the City's east-west ridges are also located in this neighborhood. Because of their visual importance to the City, these ridges have been specially designated "Prominent Ridgelines". The intention of this designation is to limit development on these ridges as much as possible. Owners are encourages to focus development on suitable portions of their property off these ridges.

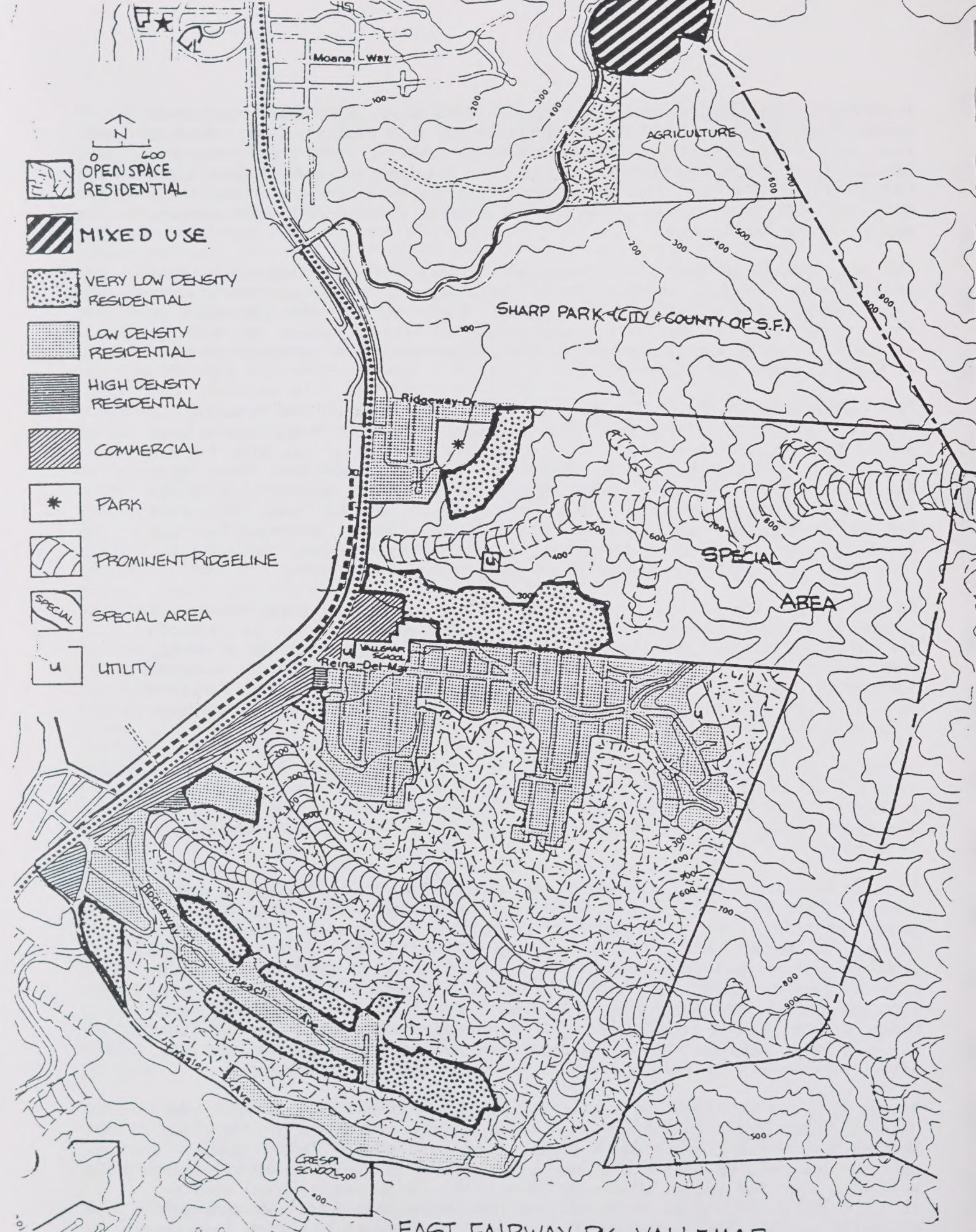
The north side of Fassler Ridge, including the vacant land fronting on Fassler Avenue, is also within this neighborhood. This long, narrow area should be carefully developed with low density residential use with limited access to Fassler Avenue in order to minimize conflicts with this heavily-travelled arterial. Immediately west of the low density residential area is a narrow vacant area with a limited amount of flat land. Potential traffic impacts on Fassler Avenue, possible geotechnical problems, and the limitations of the Hillside Preservation District overlay zone indicate that Open Space Residential is the most appropriate use of this area.

On the south side of Fassler, between Fassler Avenue and Coast Lane is a vacant hill which, because of its location and adjacent uses, is suitable for highway-oriented, visitor-serving commercial uses, such as a motel, restaurant, etc. Preparation of this site for any use will require substantial grading, and site development plans should include erosion control, revegetation of graded areas with native or low-maintenance materials and landscaping.

Roadways providing access to the north-south ridge (see Park Pacifica section) could be permitted to traverse the prominent ridgelines. These roadways should be as inconspicuous as possible when viewed from the north. The ridgeline areas fronting these roadways should be free from development to the extent possible.

Circulation within the East Fairway-Vallemar-Rockaway Neighborhood presents some serious problems. Each neighborhood depends on access from Highway 1 which, at this point, is a four-lane arterial. During peak commute hours, Highway 1 reaches its capacity delaying motorists and presenting access problems for emergency equipment. For this reason, each neighborhood should have a second access, preferably other than Highway 1. The proposed frontage road on the west side of Highway 1 (see West Fairway Park-Rockaway Beach section in the Local Coastal Neighborhood Descriptions) would relieve the problem. Nonetheless, a frontage road on the east side, if possible, after improvements to Highway 1 would also facilitate emergency access.

Access to the ridgelines areas of Pacifica is a critical issue. The ridges make a major contribution to the basic visual character of the City. Whether the primary north-south ridge, known as Sweeney Ridge, becomes a park or low density residential use (see section on Park Pacifica), there will be a need for public access by automobile. To maintain visual quality, it will be necessary to restrict development adjacent to the east-west ridge-top roads. The character of the access roadway would depend upon the



EAST FAIRWAY PK.-VALLEMAR-
ROCKAWAY LAND USE PLAN

use of Sweeney Ridge. Should the ridge be purchased for park use, a two-lane road along the ridge between East Fairway Park and Vallemar would be adequate. Should residential development occur on Sweeney Ridge, then both the suggested park access road and an additional road from the end of Fassler to Sweeney Ridge would be preferable. The roadway on the ridge between East Fairway Park and Vallemar presents a particular access problem at Highway 1. Because of high traffic volumes, limited capacity, and the characters of the existing four-lane road, CalTrans is reluctant to permit additional access to Highway 1. Several possible alternatives should receive detailed study before an intersection decision is made.

WEST LINDA MAR

Although West Linda Mar has access to considerable beach frontage, its orientation is clearly inland. Residents of the neighborhood are served by Pedro Valley and Linda Mar Schools and their playgrounds. A branch post office is located at the Linda Mar Shopping Center. The primary land use is Low Density Residential. The southeast corner of Linda Mar Boulevard and Highway 1 is the site of Linda Mar Shopping Center which serves both the neighborhood and the entire community. A SamTrans commuter bus stop is on the north side of Linda Mar Boulevard, opposite the shopping center. Commercial uses interspersed with homes and vacant land are also located between Highway 1 and Cabrillo School on the north side of Crespi Drive. A convalescent home is located in the neighborhood adjacent to the San Pedro Creek floodplain.

Since this area was developed at about the same time, the existing residential uses in this area should be the subject of housing conservation in order to avoid mass deterioration. The programs might include voluntary inspection, clean-up, paint-up and planting of street trees.

There are several major vacant parcels in this area. Properties on Highway 1, south of Crespi, and on the north side of Linda Mar Boulevard (opposite the Linda Mar Shopping Center and adjacent to the commuter bus stop), are ideally suited for parking to serve both commuters and beach users. Both parcels are owned by CalTrans. The Linda Mar site was acquired years ago and was never developed. The Crespi site was purchased when CalTrans anticipated converting the southern half of Highway 1 to a freeway. CalTrans is working with SamTrans to develop the Linda Mar site for commuter-beach parking. SamTrans will maintain the lot. Part of the Crespi site will be used for proposed improvements to Highway 1. These improvements will also correct drainage problems on the site and make the remaining land better suited for parking. Unless the State provides additional funding for beach and/or commuter parking, the City will have to seek funding to develop and maintain this lot.

Vacant land opposite Roberts Road on Crespi is recommended for commercial uses to strengthen the existing commercial uses in the area. This is an appropriate location for a variety of general commercial uses.

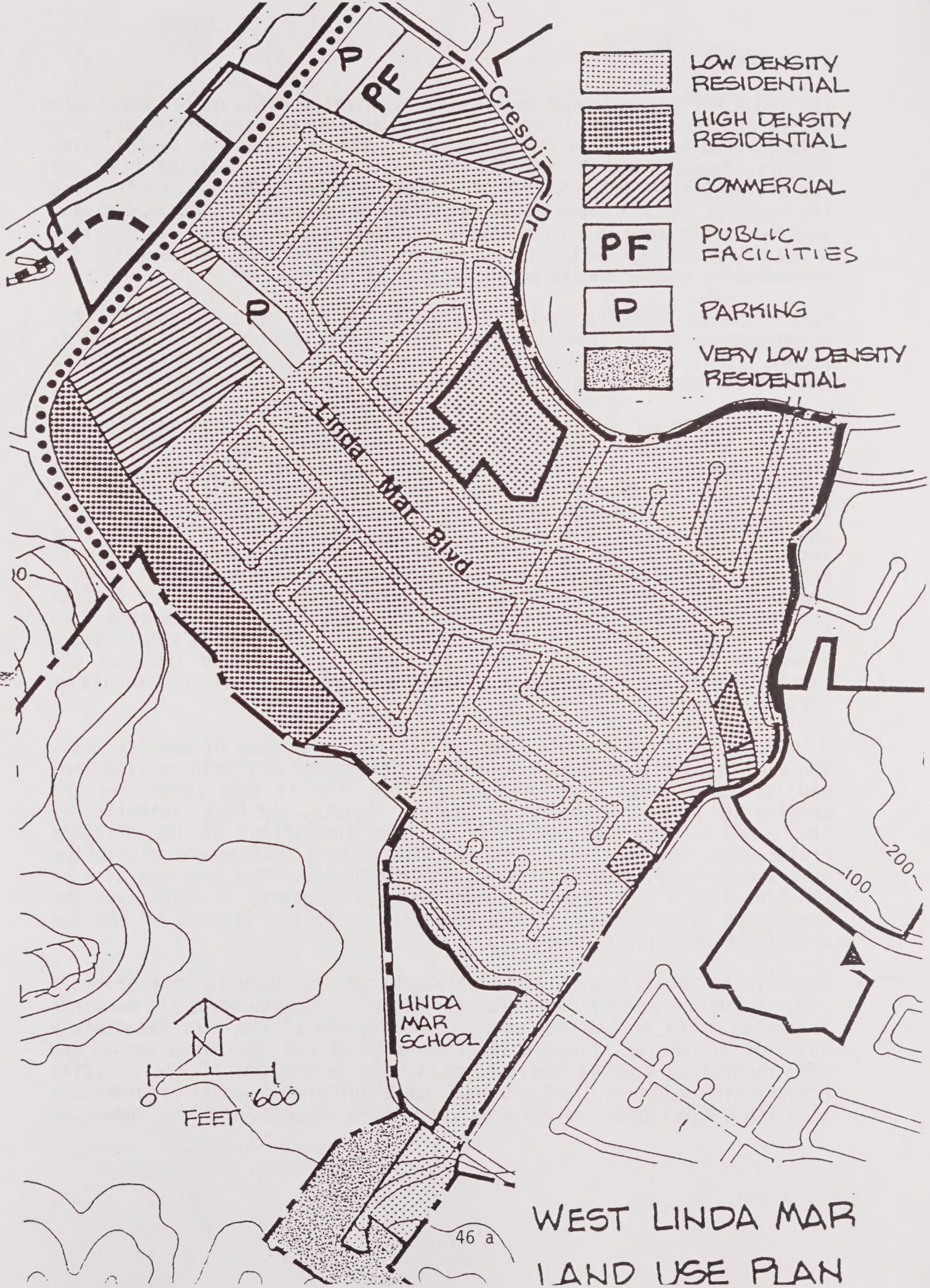
In the southwest corner of the neighborhood, two large vacant parcels are almost completely within the designated San Pedro Creek flood plain. Future use of these sites also would be affected by the Highway 1/Devil's Slide bypass. HUD's flood zone requirements and the environmental impact on the San Pedro Creek habitat should be factors to consider with development

proposals. Of particular sensitivity is the riparian habitat which protects resident steelhead trout. An undisturbed riparian setback is suggested for the entire length of the creek to the diversion dam on the middle fork and to the San Pedro Valley Park on the south fork. High Density Residential land use is appropriate in the flood plain area so long as development meets the constraints of the area and the appropriate level of public safety and access is provided. Low density residential use, with density limited to the low end of the range, is appropriate for the southern parcel provided that no development should be approved without adequate protection from flooding. Flood control improvements should be designed to protect the subject property and the surrounding area to withstand a minimum of a 100-year flood.

Low density residential use, with density limited to the low end of the range, is appropriate for the southern parcel provided that no development should be approved without adequate protection from flooding. Flood control improvements should be designed to protect the subject property and the surrounding area to withstand a minimum of a 100-year flood.

Adobe Drive, in the southern portion of the neighborhood south of Higgins Way, is a cul-de-sac. Properties immediately adjacent to Adobe Drive, south of Higgins Way, form a peninsula surrounded on three sides by unincorporated lands within the City's sphere of influence. The majority of properties in this area are undeveloped hillside areas with slopes ranging from 22% - 50%+. Gently sloping, vacant property on the west side of the cul-de-sac should be developed with very low density residential land uses in order to provide the greatest flexibility in site design sufficient to minimize the effect of development on adjacent, existing agricultural uses and maintain adequate access to southerly County recreation areas. Developers of this property should provide an adequate buffer between developable areas within the City boundary and adjacent agricultural uses within unincorporated lands and the City's sphere of influence. The density of development should decrease as it approaches the City's southern boundary to provide a transition to the undeveloped unincorporated lands. Access to unincorporated County recreation areas to the south should be maintained. Based on proper geotechnical studies, other properties adjacent to the Adobe Drive cul-de-sac could be developed at very low residential densities. In order to assure compatibility with surrounding lower density land uses, development in this area should be undertaken in a manner which is subordinate to existing topography and the general character of the setting. To achieve this end and to provide an additional buffer area between developed incorporated and undeveloped, unincorporated recreation areas, developers should be encouraged to establish and dedicate a conservation easement over those portions of any property in this area containing an existing tree planting easement.

Internal circulation in West Linda Mar is adequate for existing and proposed development. Recent improvements to the Linda Mar and Crespi intersections have facilitated local access to and from Highway 1, but the peak hour capacity of the highway will continue to be a factor in the level of service to this neighborhood.



WEST LINDA MAR
LAND USE PLAN

LINDA MAR

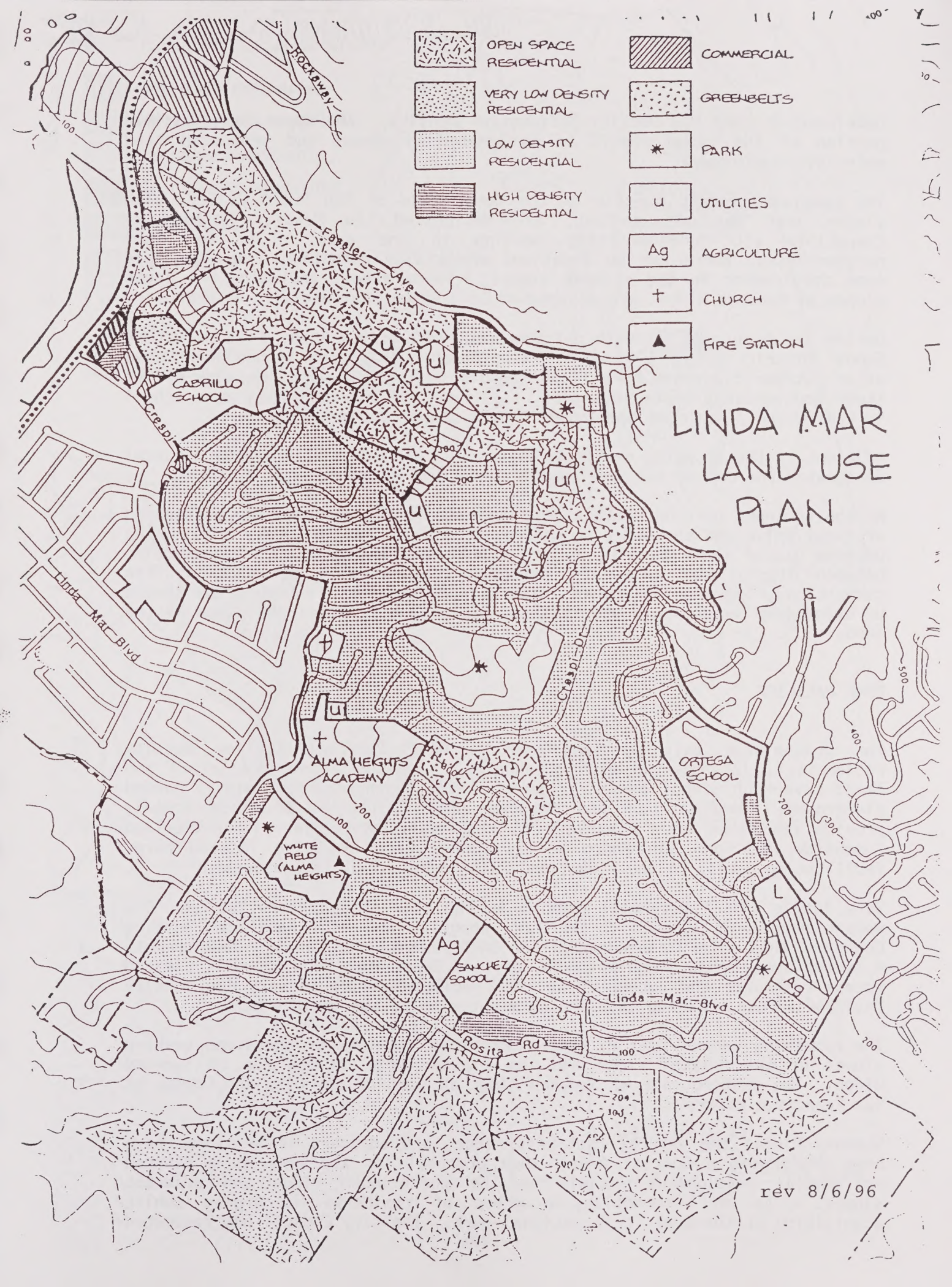
The Linda Mar neighborhood includes the central portion of the San Pedro Valley and includes development on the south side of Fassler Avenue. The neighborhood is served by five elementary schools: Cabrillo, Crespi, Alma Heights, Sanchez and Ortega and their playgrounds. Oddstad Park and Recreation Center, which also houses the City's Senior Citizen Center, and the historic Sanchez Adobe also are in this neighborhood. The predominant land use in the area is single-family residential developed at low density. A few parcels in agricultural land use remain in the area. Those which are economically viable should be encouraged to remain.

Park Pacifica Shopping Center is located on the eastern edge of this neighborhood, at the intersection of Oddstad and Terra Nova. A new County branch library, the Sanchez Branch, is proposed adjacent to this shopping center, although budgetary problems may delay its development.

Most of the major parcels in the Linda Mar neighborhood are located adjacent to Fassler Avenue. The portion of this frontage west of Roberts Road is the highly visible extension of the Headlands Ridge and should be designated as a Prominent Ridgeline. The constraints of access, potential traffic impacts, the high visibility of the area, geotechnical concerns, and the limitations of the Hillside Preservation District overlay zone indicate that the large vacant area fronting on Fassler Avenue from Roberts Road to Crespi School should be designated for Open Space Residential use. The area should be planned as a unit and given the potential for traffic problems on Fassler Avenue, access to the site should be provided from Roberts Road. If access to the eastern portion of the site is not feasible from Roberts Road, access should be focused at a single location off Fassler Avenue for the purposes of traffic safety, and curb cuts should be kept to a minimum.

A small ridge extends south from the Fassler Ridge east of Roberts Road. The upper slopes of this ridge should be designated as Prominent Ridgeline and left open. The lower portion of this area is less steep, but the constraints of access, potential traffic impacts, the high visibility of the area, geotechnical concerns, and the limitations of the Hillside Preservation District overlay zone indicate that development within the Very Low Density Residential range is appropriate. The area can also be considered as a "receiver site" for density transfers, in which case the Commission would consider increasing density to the low end of the Low Density Residential range.

East of the small lateral ridge served by Roberts Road is another small ridge extending south from the Fassler Ridge. This area forms the backdrop for an existing residential area. The portions of the site immediately adjacent to the existing residential area served by Corona Drive are topographically complex and subject to the provisions of the Hillside Preservation District overlay zone. Geotechnical and access problems may also limit development in the area. For these reasons, the area should be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developed at Very Low Density Residential density. The upper, more visible portion of the ridge should be designated Prominent and protected from obtrusive development.

The remaining vacant parcels on the north side of San Pedro Valley, with slopes less than 35 percent, are designated Low Density Residential compatible with the existing housing in the area. As in other neighborhoods, there may be locations where site conditions make possible some development on the steeper slopes. These areas, including the lower slopes of Montara Ridge, are designated Open Space Residential.

On the southern edge of this neighborhood, off Rosita Road, is some vacant School District property known as Pitto Ranch. This area is now being used as an outdoor classroom by all the schools in the district. Because of its steep and possibly unstable slopes, this area, if not developed as a school in the future, should be developed in open space residential uses.

Adjacent to the shopping center at Terra Nova and Oddstad is a vacant parcel designated for commercial development compatible with the shopping center.

At the southern portion of this neighborhood are two parcels, one at the end of Perez Drive and the other at the end of Higgins Way (a County road). The optimum use of these parcels is Very Low Density Residential. A connection between Higgins Way and Perez extended would relieve potential traffic congestion. The precise number of units and lot sizes in both areas should be determined by geologic and soils conditions, as well as the slope of the land.

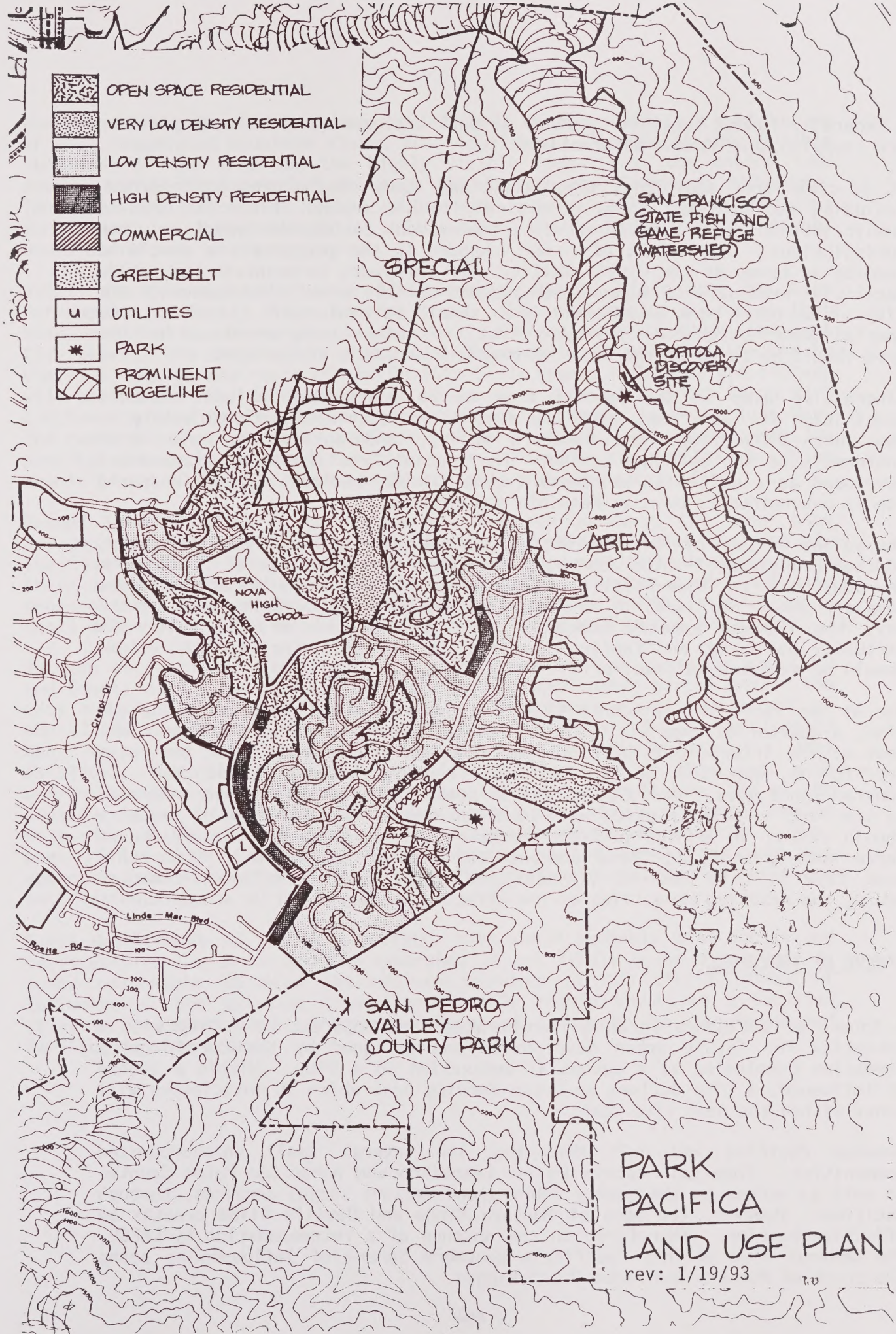
PARK PACIFICA

The predominant existing land use in Park Pacifica is low density residential, interspersed with greenbelts. Oddstad Elementary School and Terra Nova High School serve residents of the neighborhood. Jointly funded playground, tennis courts and swimming pool facilities at these schools provide residents with a variety of recreation activities. Frontierland Community Park and San Pedro Valley County Park are also located here, facilitating access to the ridges and, with permission, the watershed.

Very little infill potential remains in the back of San Pedro Valley. One vacant parcel is located on Oddstad, opposite the Park Pacifica Shopping Center. This site is designated for high density residential development. A second area is the Picardo Ranch, east of Terra Nova High School. Limited access restricts the potential of this secluded valley to very low density residential use. Riding stable uses might also be appropriate here.

The remaining vacant land in the neighborhood consists of the steep western slopes of the coastal ridge and the flatter area on the top of Sweeney Ridge. The eastern side of Sweeney Ridge is part of the City and County of San Francisco watershed.

Sweeney Ridge, the lateral east-west ridge, and adjacent steep slopes have been designated a Special Area. One proposal for the area is a planned residential development, mainly on the north-south ridge and adjacent slopes. As an alternative, a group of residents is urging public acquisition of the area for a national park. The City Council has requested


OPEN SPACE RESIDENTIAL
VERY LOW DENSITY RESIDENTIAL
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COMMERCIAL
GREENBELT
U UTILITIES
PARK
PROMINENT RIDGELINE
SPECIAL
AREA
SAN FRANCISCO STATE FISH AND GAME REFUGE (WATERSHED)
PORTOLA DISCOVERY SITE
TERRA NOVA HIGH SCHOOL
Terra Nova Blvd
Crespi Dr
Linda Mar Blvd
Roslie Rd
SAN PEDRO VALLEY COUNTY PARK
PARK PACIFICA
LAND USE PLAN
rev: 1/19/93

a federally funded feasibility study of park designation and property owners are studying development alternatives.

It is clear that additional information and study of the area is in order, including geologic and soils conditions, viable access, financial impact, public service requirements, off-site improvement costs, and impact on other jurisdictions. The impact of recent changes in the property tax should be studied in terms of the City's ability over the years to maintain the public facilities necessary to support development of this area. The impact on the City of national park development also should be evaluated. In short, the Special Area designation indicates that the future use, or uses, in this area should be based on the best information available at the time.

Alternative uses in the Special Area to be considered include: public acquisition for park use, very low density residential clustered mainly on the north-south ridge and southern valley, and agricultural use which conforms with the existing zoning. The Special Area should be planned and developed as a unit with whichever (agricultural, residential, and/or park) use is determined to be most feasible and desirable.

The valley portion of Park Pacifica is served by an internal loop collector, Oddstad-Everglades, which connects to Terra Nova, part of the Linda Mar-Oddstad-Terra Nova-Fassler arterial loop. Although local residents complain about the level of traffic on Terra Nova at certain times of the day, the roadway appears adequate. Since the back of the valley is virtually built-out and family sizes are rapidly declining, traffic volume should be expected to level off.

Use at San Pedro Valley County Park will not exceed 400 persons at any one time, a quarter of whom will walk in. The entrance is off Rosita Road, just west of the intersection of Linda Mar, Oddstad and Rosita. Park generated traffic is expected to split about equally between Linda Mar and Oddstad-Terra Nova. By 1990, on the 50 peak use days, the traffic generated by the Park -- half of which will be those turned away for lack of space -- should result in a nine percent increase over existing traffic levels on Terra Nova-Oddstad and three percent increases on Linda Mar. Since this peak flow will be weekend visitors and will occur at off-peak commuter hours, the existing capacities of the affected roadways will be adequate.

SPHERE OF INFLUENCE

A Sphere of Influence is an unincorporated area adjacent to a City with a potential for future urban development and assigned by the Local Agency Formation Commission as a potential annexation to a City. Within a Sphere of Influence, a City defines an Urban Service Area which it anticipates will annex within the next five years.

Between Pacifica and Half Moon Bay lie several small unincorporated communities. They gain access to San Francisco and north San Mateo County, as well as access to the County library and various social services, through Pacifica. However, the mass of Montara Ridge and Devil's Slide creates an effective barrier. Therefore, in the absence of a recommendation by LAFCO, the General Plan defines Pacifica's southern Sphere of Influence as being the crest of Montara and Pedro Point Ridges.

The area within Pacifica's Sphere of Influence on the south is a combination of open, vegetated mountain slopes and ridgelines. Because of the variable steepness of the area and the highly visible ridgelines, the entire land area has been designated Open Space Residential and Prominent Ridgeline. These designations would allow development on buildable sites providing access was possible and public safety needs met. Ridgeline development would be subject to design review.

Within the Sphere of Influence lies Shamrock Ranch. This area has been defined as Pacifica's Urban Service Area. This designation indicates that this area now has the greatest likelihood of being annexed within the next five years. The developable portion of Shamrock Ranch will be affected by the final design and route of the Devil's Slide bypass. Because the highway will cut across the higher slopes of the area, access to Shamrock Ranch will continue to be from Peralta, a local residential street in West Linda Mar. The ranch also has potential geologic and soil hazards. Therefore, very low density use is recommended for this area. Precise residential densities should be established by slope, traffic, soils and geologic studies.

Beyond Shamrock Ranch to the Sphere of Influence boundary, the ridge tops are designated Prominent Ridgeline and the slopes Open Space Residential. The limitations of these uses should provide for sensitive development of these areas in the future. Low-intensity commercial uses compatible with proposed very low density residential uses, such as riding stables or a small dude ranch, might also be appropriate within the Shamrock Ranch area.

Between Pacifica and San Bruno lies unincorporated land owned by the City and County of San Francisco. One potentially developable parcel houses the City and County of San Francisco's jail. The other property is a part of the 23,000 acre watershed for the Crystal Springs Reservoir. Several years ago, there was a move to get San Francisco to discontinue its jail facility. Recently, there has been little discussion of this and, with current budget constraints, future action is uncertain. At the time of the construction of Highway 280, San Francisco conveyed the 19,000 acres on the west side of the reservoir to the U. S. Department of the Interior. Now, even if the Water Department desires changes in the area, they must get approval from Washington, D.C. Thus, the development of this area is not anticipated.

Since development of the jail facility site would probably gain access and services from San Bruno and the watershed is not likely to be developed, it seems reasonable to draw the eastern boundary of the City's Sphere of Influence at the existing City line. LAFCO should undertake a detailed study to recommend the appropriate Spheres of Influence for San Bruno and Pacifica in this area.

COASTAL NEIGHBORHOODS

Pacifica's Coastal Zone extends from the eastern edge of Highway 1 to the Pacific Ocean. There are six coastal neighborhoods. Together, they represent a wide variety of land uses, including intensely used public recreation areas, substantial quantities of low and moderate-income housing, visitor-serving and neighborhood commercial development, and highly sensitive wildlife habitats. The Fairmont West, West Edgemar-Pacific Manor and West Sharp Park neighborhoods are predominantly low and moderate income residential areas. The Rockaway Beach neighborhood is developed with visitor-oriented uses and some general commercial and residential uses. The Headlands-San Pedro Beach is scenic and undeveloped. Pedro Point-Shelter Cove, the remaining neighborhood, is a mix of visitor and neighborhood commercial uses and has a strong residential base.

Before examining the detail of the individual neighborhoods, it is important to recognize the diverse pattern of development along the coast in Pacifica. The varied types of development of each coastal neighborhood and their geographic relationships are an inherent and vital part of the character of the City. Thus, the intent of the Local Coastal Land Use Plan will designate land uses and intensities which are suitable to the unique circumstances of each coastal neighborhood, will adequately meet the needs of the City's residents and visitors, and will be consistent with State Coastal Act policies.

Though the Coastal Act gives priority to specific land uses of undeveloped ocean front parcels, the need for additional housing in Pacifica's Coastal Zone, the potential incompatibility of mixing public and private uses, and the adequacy of existing and proposed visitor-serving uses in other parts of the City's coastline indicate that it may be desirable and consistent with the Act to develop certain remaining vacant ocean front lots in residential uses. In other areas, in order to reinforce coastal recreation uses and assist the City's economic base, it is important to set aside land for coastally-dependent and visitor-oriented commercial development. The goal is to ensure that the Local Coastal Land Use Plan for Pacifica's Coastal Zone will, as a whole, meet the intent of the Coastal Act while allowing the various neighborhoods to retain their individual characteristics and provide for realistic development consistent with existing land use patterns and geographic constraints of the City. The Neighborhood Land Use Descriptions and Maps included here represent both the City's approved General Plan, as well as its certified Local Coastal Land Use Plan.

FAIRMONT WEST

The Fairmont West neighborhood is an established residential area located in the northwestern portion of Pacifica between the Daly City boundary and the "Dollar Radio" site. Highway One and the Pacific Ocean form the east and west boundaries of this coastal neighborhood.

The City of Pacifica participated in the Bureau of the Census 1980 Neighborhood Statistics Program. Fairmont West is identified as

"Neighborhood 1" and detailed census analysis is available for the neighborhood. Selected data is described below.

Of the City's population, 2.7% resides in Fairmont West. Ethnic characteristics can be described as 60% White, 24% Asian, 11% Hispanic, and 9% Black. Among the 999 persons in the neighborhood, 24.7%, or 247, were under 15 years old and 2.9%, or 29, were 65 years and over; 320 children aged 3 and over were enrolled in school with 21 in nursery school, 194 in kindergarten through 8th grade, and 57 in high school.

Household size and marital status are indicators of family life and changing patterns. 17.6% of the neighborhood households consisted of one person and 4.5% had 6 or more persons. Non-family households composed of householders who lived alone, or only with unrelated persons, represented 26.1% of all the households. The neighborhood has 284 families, of which 87.3% were maintained by a married couple, 10.2% by a female householder with no husband present, and 2.5% by a male householder with no wife present. Of the neighborhood's 186 families with own children under 18 years, 9.1% were one-parent families maintained by the mother.

The median household income is $26,500. Households with incomes less than $7,500 were 6.3% of all households in the neighborhood, while households with incomes of $25,000 or more constituted 55.1% of the household. The poverty threshold for a four-person family was $7,412 in 1979. There was a total of 55 persons below the poverty level in 1979 in the neighborhood, or 5.2% of all persons for whom poverty status was determined. Of the 14 families below the poverty level in the neighborhood, 64% had a female householder with no husband present. The land here in Fairmont West is almost fully developed with single-and multi-family units, predominantly with detached, single-family dwellings. There are 353 housing units in the neighborhood. 78% of the units are owner-occupied, with a median value of $108,000. The median rent was $433.

Road access, via Palmetto Avenue, to this bluff-top residential neighborhood is not readily apparent to the casual visitor. Improved signing will be needed to allow visitor-serving commercial uses that could be located on the currently developed sites in this neighborhood to compete with those that now exist or may be developed in the more visually and physically accessible areas of Pacifica's shoreline.

Although much of Fairmont West is already developed, five large parcels of land remain vacant. Three of these are contiguous bluff-top properties west of Palmetto Avenue, extending from the Daly City boundary, south to the "Dollar Radio Station" residence and totaling approximately 28 acres, including bluff-top and beach-front property. The primary issues of concern regarding these properties are:

1. The extent of geotechnical problems associated with the bluffs and how these will affect the type, intensity, and density of their use.

2. The value of these lands as open space for preservation of scenic and on-site natural resources and the methods used for such protection.

3. The type and location of public access relative to other nearby accessways and potential on-site development.

Geology

It is recognized that the bluff-top and dune area seaward of Palmetto Avenue is subject to a high erosion rate. A 1972 study by the U. S. Army Corps of Engineers estimates the average erosion rate in this area to be approximately 2 feet per year. The study also recognizes that the erosion usually occurs on a sporadic basis. Poor drainage, combined with wave undercutting and the nature of the area's geologic substructure, have produced both minor and major bluff failures. Therefore, bluff erosion and bluff stability, in addition to potential seismic activity, are problems to be addressed through detailed geotechnical analysis prior to consideration of proposals for bluff development. Detailed geotechnical background is available for the southern site, however, further analysis will be necessary for any new development proposed in the area.

The City's Seismic Safety and Safety Element requires the bluff setback to be adequate to accommodate a minimum 100-year event, whether caused by seismic, geotechnical, or storm conditions. The setback should be adequate to protect the structure for its design life. The appropriate setback for each site will be determined on a case-by-case basis, depending on the site specific circumstances and hazards.

A Seismic Safety and Safety Element policy prohibits the approval of new developments which require seawalls as a mitigation measure. The policy also states that projects should not be approved which eventually will need seawalls for the safety of the structures and residents.

The vacant land in Fairmont West is located approximately 1/2 mile from the Alquist-Priolo Study Zone boundary. The purpose of the Study Zone is to require geology reports for new development which is proposed in close proximity to an active fault. The width of the special study area is 1/2 mile on each side of the fault.

The Seal Cove Fault is considered potentially active and is located offshore, approximately five miles from the northern coastline. A potentially active fault is one which has not been proved to have moved within the last 11,000 years, but which has moved in the last 2-3 million years. Although the maximum intensity of movement on the Seal Cove Fault is expected to be less than on the San Andreas, a severe earthquake on either fault would subject the area to violent shaking.

The Seismic Safety and Safety Element suggests that development be prohibited in hazardous areas, unless detailed site investigations indicate that risks can be reduced to an acceptable level. A short-term action program was adopted to restrict development in areas particularly prone to seismic shaking or other hazards.

Calculation of density based on the "net developable" area is used to limit the development and density to the area of the site that can realistically support development. This is necessary because certain land areas shown on parcel maps for the bluff-top no longer exist due to surface erosion and landsliding into the sea. The "net developable" area may be smaller than would be indicated by an Assessor's parcel map. The "net developable" area along the bluff top can be determined by detailed geotechnical studies which would indicate the stable portions of the site and establish "hazard" setbacks to protect the structures for their design life, generally assumed to be 100 years. The appropriate land use designation for a site will be

applied only to the established net developable area. In the event the net developable area for parcels in existence on the date of the adoption of these amendments is determined to be less than the minimum area per unit allowed in the designation, one residential unit per parcel shall be permitted so long as the property conforms to all geotechnical standards and is determined to be developable pursuant to geotechnical review.

Scenic Resources

The entire bluff-top area is currently undeveloped and below the grade of Palmetto Avenue. Southbound passersby are offered an open, highly scenic view of the entire length of Pacifica's coastline south to Pedro Point. This is one of the few areas in Pacifica where such views may be gained by pedestrian, as well as vehicular, traffic. The bluff top, and indeed much of the Fairmont West neighborhood, is also visible from Highway 1, which in this area is elevated many feet above the neighborhood.

This area lies in an important coastal view corridor. Coastal resources and their ability to attract visitors play an important role in Pacifica's economy. Pacifica's attractiveness and potential for commercial growth is based on its open hills, views and coasts. In addition, residential densities should be lowered as the City boundaries are approached. Particularly when the City bounds on areas of important national, scenic or recreational value, densities should be lowered in order to consolidate urban development and to preserve City character and scenic resources.

The southern end of the bluff top, next to and north of, the "Dollar Radio Station" residence contains one of the few remaining rolling sandy foredunes in Pacifica. It also contains northern coastal scrub vegetation. The habitat value of the vegetation and the foredune has not been established. The area is presently used by local dirt bike riders and is disturbed through their activities and the site's previous use as a right-of-way for the old Ocean Shore Railroad.

Traffic

Vehicular access to Fairmont West is gained in the following ways:

1. Southbound Highway One to Palmetto Avenue.

2. From northbound Highway One to Palmetto Avenue via Oceana Boulevard and the Manor Drive overpass.

Northbound vehicles exiting the neighborhood and the City use Oceana Boulevard via Palmetto Avenue and the Manor Drive overpass. Southbound exiting vehicles use Palmetto Avenue and must pass through its intersection with Manor Drive. All local traffic to and from the neighborhood and northbound traffic must use the combined intersections of Palmetto Avenue/Manor Drive/Oceana Boulevard.

Streets within Fairmont West are adequate to accommodate traffic generated by additional commercial and residential development. However, due to capacity problems of the Palmetto Avenue/Manor Drive/Oceana Boulevard intersection, any significant increase in the number of vehicles resulting from intensified commercial or additional residential development in the vicinity of Manor Drive, or along Palmetto Avenue, should be accompanied by traffic studies which anticipate peak hour traffic impacts on the

intersection. In order to accommodate and encourage expanded access opportunities and related visitor-serving land uses in the neighborhood to the south, residential development in Fairmont West shall not occur without resolution of traffic impacts which could adversely affect the viability of access related and visitor-serving commercial development in the area. However, street widening may not be easy to implement because of elimination of on-street parking and limited right-of-way. Decreasing densities on residential sites may alleviate traffic impacts, especially at peak hours, when flow is unstable and queues develop.

Land Use Policies

The vacant land west of Palmetto Avenue is designated Low Density Residential (3-9 dwelling units per acre). Density is calculated based on the net developable area because of the sensitivity of the site. Considering the extent of apparent and documented geotechnical hazards in the area, the uniqueness of the bluff tops with the City for the views they offer visitors, as well as their value for passive recreation and nature study, the density of any proposed development should be planned at the low end (3 dwelling units per acre) of the Low Density range. To protect public views and preserve the unique land form, the height, design and siting of the structures on this land should be regulated to minimize impact on the dunes, and maximize views over and between the buildings to the shoreline and the sea.

Given the development criteria outlined above, Low Density Residential use of this bluff top is consistent with the following policies of the Coastal Act: 30212 (Public Access), 30250 (Concentration of Scenic Resources), 30251 (Scenic and Visual Qualities), 30253 (Minimize Risks to Life and Property). Because of the availability of more suitable, accessible shoreline sites within the City, which are adequate to accommodate existing and future coastal dependent and visitor-serving commercial development needs, it is not necessary to retain the bluff-top land in the Fairmont West residential neighborhood for these purposes.

The other vacant land (±5 acres) in this neighborhood is on the east side of Palmetto Avenue, south of the existing condominiums. This land is moderately sloping to level, and is partially covered with bluff scrub vegetation, a portion of which has been disturbed by excessive foot and bike traffic, resulting in some erosion. Geologically, the land is much more stable than the bluff area across Palmetto to the west, and it is also significantly below the grade of Coast Highway. Proper drainage improvements and prompt revegetation of exposed areas will be necessary should this land be developed in order to prevent erosion of the neighboring condominiums. Medium Density Residential use is recommended for this land and will contribute to the medium price housing stock in the neighborhood. The proposed land use designation and planning criteria for development of the site are consistent with Sections 30253(2) (Geologic Stability), and 30250 (Concentrate Development).

The instability of the vacant land west of Palmetto Avenue and its coastal resource value suggest the potential use of density transfer techniques to preserve the land as open space. The eastern vacant land, which is more stable and located adjacent to existing high density housing, may be suitable for the higher residential densities. Density could be transferred from the westerly site of this or other identified sites by mutual agreement of the property owners. After the density transfer has been completed,

bluff-top donor site(s) shall be designated for Open Space/Public Access use. To encourage this, the City should allow the maximum number of units to be transferred. The maximum number of units allowed on the western site could be transferred to the eastern site or another site, assuming zoning development standards could be met.

A cooperative development agreement between the owner of this property and the City should be established to protect the owner's and the City's interests during transactions for public or private purchase or use of lands to the west. The agreement would stipulate that the City would accept a development proposal, including the transfer of density and specify the actions of the City, the owner of parcels involved, and the developer regarding future use and maintenance of lands to remain undeveloped. The proposed land use designation and planning criteria for development of the site (see Plan Conclusion) are consistent with Sections 30253(2) (Geologic Stability), and 30251 (Scenic and Visual Qualities).

There is a small amount of excess City right-of-way along Westline Drive and Palmetto Avenue. If site planning studies demonstrate that the land can support development, some of the land along Westline Drive could be used as a density transfer receiving site or as a site for affordable housing. Use of the public right-of-way for such a purpose would be acceptable, provided that the proposed project served a public purpose and was in the best interest of the City.

The remainder of this coastal neighborhood is virtually built-out. The land use designation shown on the maps for this area recognizes and maintains the existing single and multi-family uses.

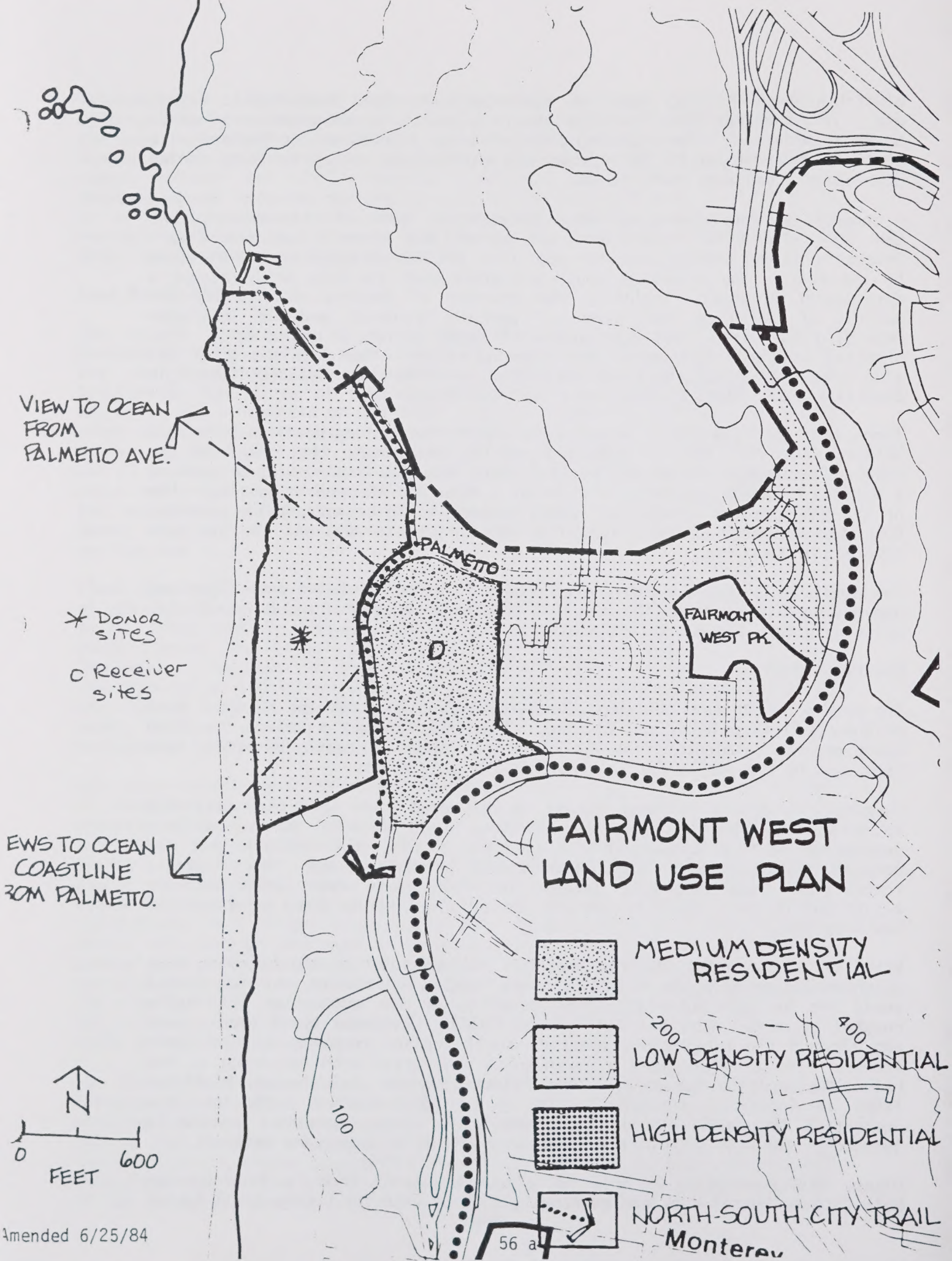
Coastal Access

The predominant use of the long, privately owned beach in the Fairmont West neighborhood is walking and fishing. This beach offers a unique, isolated beach experience minutes from San Francisco. Both the beach and access have been used by the public for this purpose for many years.

Currently, there is no beach access in this area other than that available to persons willing to traverse the steep bluff faces. Narrow beaches, inundation at high tide, and high unstable bluffs, all indicate that the present isolated beach experience should be maintained. More intense recreational uses should be located in other areas where access already exists or is more feasible and can be oriented to existing or potential development.

Vertical public access to the beach is not proposed in the Fairmont West neighborhood because the high cliffs are subject to erosion and such access would not be consistent with public safety or the protection of fragile coastal resources (Coastal Act Policy 30212). Informal trail access over and through the bluff-top properties shall replace requirements for beach access. The City proposes a north-south pedestrian path beginning at the Daly City-Pacifica boundary, along Palmetto Avenue and through bluff-top lands at locations determined safe by geologic studies. Should these properties become developed, bluff-top trail access easements should be located on the west side of the structures within an open space easement.

Hikers will eventually be able to follow this trail from Pacifica through Daly City to Mussel Rock and eventually link up with the County Trail System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which, upon completion, will connect to the inland ridgeline trail which traverses the length of Santa Cruz County. When the City portion of this trail system is complete, it will be adequately signed to promote its use. Portions of the trail behind units should be developed to provide separation between private and public open space, using fencing, landscaping, and signing. Along with other improvements to enhance and preserve bluff-top open spaces, the City shall implement a plan to control surface runoff over the bluffs from adjacent developed areas in order to minimize accelerated erosion and bluff sloughage.

If density transfer techniques are used and bluff-top properties remain undeveloped, they should become part of a privately held open space access, and/or conservation easement. Grant funds should be sought for their improvement for public use. Improvements should be limited to effective barriers against dirt bike and other off-road vehicle use, reclamation of disturbed areas with native scrub vegetation, security precautions, and establishment of informal paths and/or a vista point.

WEST EDGEMAR-PACIFIC MANOR

Like its neighbor to the north, West Edgemar-Pacific Manor is an established residential area, extending from the "Dollar Radio" site on the north to Milagra Creek on the south. Highway One and the Pacific Ocean mark the east and west boundaries of this neighborhood. Except for a few bluff-top parcels, land in this neighborhood is almost fully developed.

West Edgemar-Pacific Manor is identified as "Neighborhood 3" in the Census Neighborhood Statistics Program. 3.5% of the City's population resides in the neighborhood. Ethnic characteristics can be described as 81% White, 10% Hispanic, 5% Asian, and 5% Black. Among the 1,300 persons in the neighborhood, 11.3%, or 154, were under 15 years old and 7.5%, or 97, were 65 years and over. 381 children aged 3 and over were enrolled in school. They included 8 in nursery schools, 86 in kindergarten through eighth grade, and 55 in high school.

Household size and marital status are indicators of family life and changing patterns. 47.6% of the neighborhood households consisted of 1 person and .9 had 6 or more persons. Non-family households composed of householders who lived alone or only with unrelated persons represented 60.7% of all the households. The neighborhood has 303 families, of which 68.6% were maintained by a married couple, 22.4% by a female householder with no husband present, and 8.9% by a male householder with no wife present. Of the neighborhood's 141 families with own children under 18 years, 48.2% were one-parent families maintained by the mother. The median household income is $16,088. Households with incomes less than $7,000 were 15.8% of all households in the neighborhood, while households with incomes of $25,000 or more constituted 25% of the households. The poverty threshold for a four-person family was $7,412 in 1979 in the neighborhood, or 12.9% of all persons for whom poverty status was determined. Of the 35 families below the poverty level in the neighborhood, 62.9% had a female householder with no husband present.

The land in West Edgemar-Pacific Manor is developed with single and multi-family units, as well as commercial development. There are 700 housing units in the neighborhood, 7% of which are owner occupied and 93% of

which are rental units. The median house value is $76,700 and the median rent is $324.

Residents in this area and adjacent neighborhoods are served by an older neighborhood shopping center located on Palmetto Avenue and side streets Manor Drive and Aura Vista Drive. The existing commercial area is physically oriented to Palmetto Avenue and one-half block removed from the coast. Improvement of the appearance of the shopping center, the addition of more varied visitor-related uses, and promotion of its coastal proximity would be most likely to benefit the shopping center.

Bluffs in this area are 60 to 80 feet high and highly erosive. The predominant use of the beach is walking and fishing. Beach ownership is about evenly divided between private and public. Like the beach to the north, this beach offers an isolated beach experience close to San Francisco, and has been used by the public for this purpose for years.

Geology

As with bluff-top lands to the north of the "Dollar Radio Station" residence, coastal bluffs in this area are subject to a high rate of wave erosion. This average rate is exceeded during winter storm conditions when high wave run up and heavy rains are present. During these periods, sloughage of the face of bluffs occurs typically in the form of vertical slabs.

The City's Seismic Safety and Safety Element requires the bluff setback to be adequate to accommodate a minimum 100-year event, whether caused by seismic, geotechnical, or storm conditions. The setback should be adequate to protect the structure for its design life. The appropriate setback for each site will be determined on a case-by-case basis, depending on the site specific circumstances and hazards.

A Seismic Safety and Safety Element policy prohibits the approval of projects which require seawalls as a mitigation measure. The policy also states that projects should not be approved which eventually will need seawalls for the safety of the structures and residents.

The vacant land in Pacific Manor/West Edgemar is located approximately 3/4 mile from the Alquist-Priolo Study Zone boundary. The purpose of the Study Zone is to require geology reports for new development which is proposed in close proximity to an active fault. The width of the special study area is 1/4 mile on each side of the fault.

The Seal Cove Fault is considered potentially active and is located off shore, approximately five miles from the northern coastline. A potentially active fault is one which has not been proved to have moved within the last 11,000 years but which has moved in the last 2-3 million years. Although the maximum intensity of movement on the Seal Cove Fault is expected to be less than on the San Andreas, a severe earthquake on either fault would subject the area to violent shaking.

The Seismic Safety and Safety Element suggests that development be prohibited in hazardous areas, unless detailed site investigations indicate that risks can be reduced to an acceptable level. A short-term action program was adopted to restrict development in areas particularly prone to seismic shaking or other hazards.

In 1982 and 1983, severe erosion caused loss of backyards and threatened the single-family dwellings on Esplanade. A seawall was constructed in 1984 to prevent continued erosion and to protect the homes. Extensive geotechnical information is available for several of the sites in the area. Wave-induced erosion has, to date, been most severe for the southernmost sites in the West Manor area. As with all bluff-top sites, establishment of net developable area must be based on detailed studies of the geology and hydrology of individual sites given environmental conditions, including potential seismic activity.

Coastal Issues

The major coastal planning issues in this neighborhood are:

1. The effect of geologic conditions on the use of undeveloped property along the bluffs.

2. Maintaining the mix of low and moderate-income residential uses.

3. Improving, strengthening and orienting the existing commercial uses so they are attractive to visitors and continue to meet their neighborhood function.

4. The extent and nature of public access improvements and the City's role in developing new and maintaining existing public access and parking facilities.

Land Use Policies

Most of the West Edgemar-Pacific Manor neighborhood is developed and the land use designations reflect the existing uses. Currently, only two parcels located on the west side of Esplanade, between Aura Vista and Manor Drive, remain vacant. A protective sand fence now blocks the view from the public roadway. The undeveloped area totals approximately 3.5 acres.

The vacant area is suitable for Medium Density Residential development consistent with existing and adjacent uses and with the character of the neighborhood. Medium density development will serve as a transition between the surrounding high density and commercial development. The density calculations shall be based on the net developable area, exclusive of the area deemed appropriate for bluff setback. The setback shall be sufficient to protect the developed portion of the site assuming erosion resulting from a 100-year recurrent seismic or storm event (see Seismic Safety and Safety Element). Development on the northern property shall be designed to provide view corridors over at least one-third of the site from the intersection of Aura Vista and along Esplanade Avenue; views from the southern property shall be protected to the maximum extent feasible. The size of the parcel, setback requirements, net developable area, and view corridor requirement all contribute to decreasing the potential density of the site.

City and Coastal Commission approvals for conversion or new construction on other northern properties in this neighborhood contain conditions which require installation and/or dedication of bluff-top pathways west of the developed areas. Such trails are used to increase recreational opportunities where few exist and to mitigate the partial loss of ocean views from the street. In the case of the one acre northern bluff-top site, adequate public access exists or is proposed nearby

and, because the site is located at the end of one of the main cross streets in Pacific Manor, structures should be sited and designed to provide unobstructed views over one-third of the site. The majority of ocean views shall be preserved from Aura Vista at the intersection of Esplande Avenue. To replace requirements for on-site provision for public access, the developer should be required to pay an in-lieu fee to contribute to the cost of construction of access on the adjacent south parcel or elsewhere in the City (see access recommendation #4).

As with all bluff-top properties, detailed geologic studies shall be performed and cross sections prepared to determine the developable area of the site. The remaining land shall then be placed in an open space easement to prohibit future development.

Given the criteria listed above, Medium Density Residential use of this bluff-top land is consistent with the following policies of the Coastal Act: 30212 (Public Access), 30250 (Concentration of Development), and 30253 (Geologic Stability). Because of the availability of more visible shoreline sites within the City which are adequate to accommodate future coastal-dependent and visitor-serving commercial needs, and the desire to protect and conserve the mixed income opportunities of the older residential neighborhoods expressed in the Housing Element, it is not necessary to retain all of the bluff-top land in the West Edgemar-Pacific Manor residential area for these purposes.

Two sites in the neighborhood are presently committed for development. Both projects will likely be complete by the Winter of 1984. The first of these is immediately south of the "Dollar Radio Station". A portion of this property consists of a former sanitary land fill. The site has been regraded for residential development and a rock rip-rap seawall installed at the toe of the bluff below the fill portion of the site. The wall will protect facilities proposed to be dedicated for public access and buildings both on-site and to the south. Maintenance of the rip-rap wall is essential to protect the on-site drainage system. Should the wall need to be extended, either north or south, to prevent wave undercutting the bluff-top and ultimately undermining the wall in its present location, extensions shall be designed concurrent with bluff-to drainage improvements and in a manner which minimizes the need for future extensions to maintain the existing wall.

The other property committed for development is the largest, currently vacant bluff-top property, located north of the auto wrecking yard and south of existing residences along Esplanade Avenue. This qll acre site has been approved for development of a full-service recreational vehicle park. Protective setbacks will protect improvements during the park's economic life; in this case, because of the minimal level of site work required for installation of utilities, paving and drainage, the estimated economic life is quite low, approximately 15 years.

Public beach access and parking should be maintained on-site by the developer until such facilities have been accepted for dedication by a public agency. Conditions of project approval require the owner to maintain the bluff-top path and stairway, if necessary, at the expense of RV spaces.

Access improvements to the beach shall serve the dual function of providing permanent beach access and access to the beaches for seawall repair and beach maintenance. Therefore, the access which is constructed shall be sufficient in width and design to provide pedestrian and vehicle access. Should the access become damaged through such usage, it shall be repaired by the owner. The site should

continue to be used for visitor-serving commercial uses, including visitor accommodations. Appropriate uses can serve to encourage further visitor-related coastal development on Palmetto Avenue and in the Pacific Manor Shopping Center and in the Esplanade area. Future development should continue to provide public off-street parking (20 spaces) and public views across the site to the ocean should be protected.

Given the criteria listed above, the visitor-oriented commercial use proposed for this site is consistent with the following policies of the Coastal Act: 30213 (Lower Cost Visitor and Recreation Facilities), 30253 (Geologic Stability), 30222 (Priority of Coastal Development), 30221 (Reserve Coastal Areas), 30255 (Coastal Dependent Development), 30210 (Maximize Public Access), 30211 (Public Access), and 30250 (Concentration of Development).

Geologic stability and coastal erosion are critical problems along portions of the West Edgemar-Pacific Manor Neighborhood bluff-top developed before 1970. Should it become necessary in the future to remove some of this development, a protective open space district should be applied. Under this district, public access or view points should be permitted if geotechnical studies show they can be accomplished without aggravating the existing stability problems. The criteria indicated are consistent with Coastal Act policies 30212 (New Development Shall Provide Public Access) and 30253 (Geologic Stability).

The portion of this coastal neighborhood west of Palmetto is developed in residential and commercial uses. The residential portion north of Manor Drive is developed in high density residential uses; south of Manor low density residential uses predominate. The land use designations for these residential areas recognize and propose to maintain the existing character. (See General Plan Housing Element). Criteria for infilling in the existing residential areas should include: 1) design and scale compatible with the surroundings; 2) protection of the economic mix or housing opportunities; 3) assurance of geologic stability; and 4) minimal tree removal and replacement plantings as necessary. (Amended October 24, 1984, #1-84).

As previously noted, the Pacific Manor Shopping Center has been allowed to decline in appearance and has a limited coastal orientation. To continue to provide neighborhood and visitor-serving commercial facilities, this commercial area should be encouraged to reorganize and revitalize. The existing visitor-serving activities could be expanded by placing more emphasis in theme and appearance on the area's coastal proximity. Commercial development on Esplanade may help promote the existing area's commercial coastal orientation. Physical design ties to the developed beach accesses, such as signs and boardwalks, should also reinforce this relationship. Improved landscaping and a uniform sign program would increase the center's appearance considerably. Methods to implement improvements include formation of an economic development corporation and use of Community Development Block Grant and/or Coastal Conservancy funds.

These proposals are consistent with Coastal Act Policy 30213 (Protect Lower Cost Visitor Facilities) and 30250 (Concentration of Development).

Seawalls

As stated previously, two seawalls have been constructed in the West Edgemar-Pacific Manor neighborhood. In September 1983, the City Council passed Resolution No. 68-83 endorsing a Master Plan for seawall construction between the southern end of Shoreview Avenue and the area south of the Manor Drive/Esplanade intersection in the West Edgemar-Pacific Manor neighborhood. Seawalls have been constructed at both ends of the area in need of protection. The resolution recognizes the need for integrated shoreline protection for the endangered areas.

In the future, property owners may want to construct protective structures which are more resistant to wave action. Should property owners desire a more substantive seawall, the cumulative effect on beach sand replenishment should be determined. Because beaches in this area are extremely narrow and exist only during low tide, seawall structures should be designed to minimize beach scour in the area as much as possible. Preferred structures would be those which provide the maximum amount of effective protection with a minimum reduction in beach sand. The preferred structure to achieve this

result will likely be rock rip-rap rather than a concrete wall. Seawalls shall not extend beyond the mean high tide line.

Coastal Access

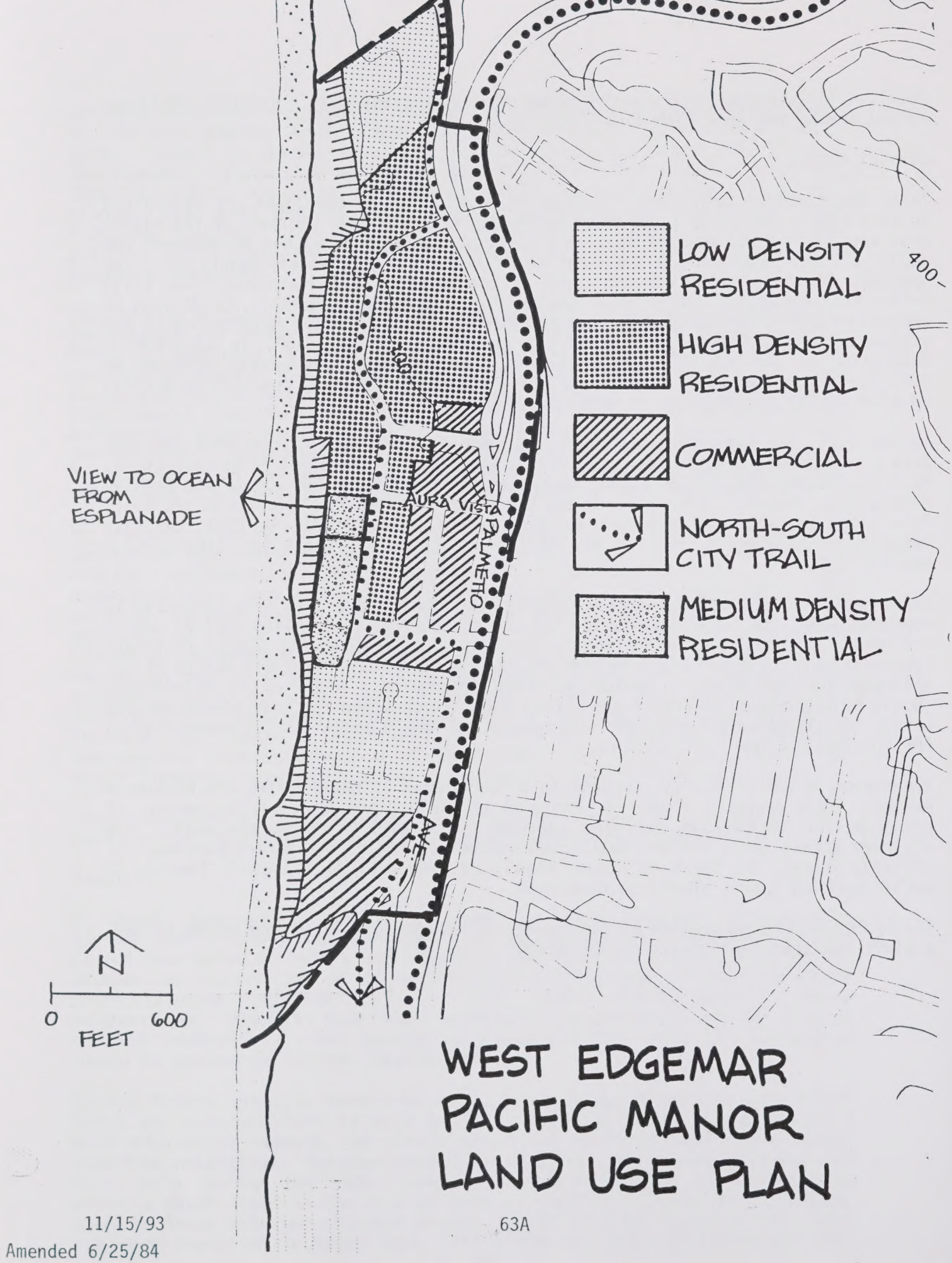
Three beach access points are existing or proposed to be developed and maintained in this area. The first is an existing wooden stairway down the face of the bluffs near the Points West Apartments. This structure is located within an easement for public access. However, the stairway itself is currently privately maintained. The approach to the stairs from Esplanade is connected to a private bluff-top trail behind that portion of Points West Apartments along Palmetto Avenue. Conditions of approval for the condominium conversion required dedication and maintenance of the stairway and the bluff-top path by the Homeowner's Association, in addition to dedication of the beach. Documents have been recorded irrevocably offering to dedicate the easements to a public agency. The bluff-top trail connects to a trail located behind the adjacent condominium project.

In the past, the apartment management has been diligent in ensuring that the turf area of this bluff top has been well irrigated. This has resulted in an attractive, well landscaped area which is routinely used by the public for active and passive recreation. However, irrigation of the bluff has resulted in sloughage of the bluff face along the path and adjacent to the stairs. As a result, in 1980, the City installed rock rip-rap next to the stairs in order to protect the City's drain outfall.

Improvements within the open space area and the stairs have also been subjected to repeated vandalism. The beach below the access is often strewn with litter, debris and broken glass. This vandalism is encouraged by the lack of vandal-resistant construction, low beach usage by the general public and the isolated nature of the stairway and the beach. Vandal-resistant improvements and routine maintenance should be encouraged to assure the safety and attractiveness of this access and the beach. On-street parking is currently adequate along Palmetto and Esplanade Avenues for the current level of beach use.

The second beach access is proposed to be developed at Manor Drive and Esplanade Avenue. This property should be acquired and maintained by a public agency, if possible, in conjunction with the adjacent City-owned beach to the west. The stairway access shall not be constructed without attendant off-street parking. If publicly funded, at least 40 spaces should be provided; if privately funded, 20 public parking spaces should be developed.

The RV Park will also provide access opportunities when completed, including prking, a bluff-top trail and stairs to the beach.



WEST EDGEMAR PACIFIC MANOR LAND USE PLAN

11/15/93
Amended 6/25/84

The City also has the opportunity to develop a system of bluff-top trails in the neighborhood extending from the Daly City boundary to the Points West stairway. The trail would begin at the view point at the north City boundary, traverse portions of the bluff tops to a point north of the "Dollar Radio Station" residence, proceed around this property along Palmetto Avenue a short distance, loop behind condominium units adjacent and south of the residence and continue west of the Points West Apartments to Esplanade Avenue and the stairway. Except for the coastal neighborhood north of this area, easements have been offered for dedication to the City to complete the trail connections. Most of the improvements are, or will, soon be in place. This will perhaps be the only area in the City where this type of coastal bluff trail is desirable or possible. Improved trails in this neighborhood will form a promenade connected to beach access and unimproved trails within the bluff area to the north. This will provide a variety of access facilities unique in Pacifica and capable of serving diverse coastal recreation needs.

These access proposals are consistent with the following Coastal Act Policies: 30210 (Maximize Public Access), 30212 (New Development Shall Provide Public Access), 30212.5 (Distribute Public Facilities) and 30211 (Public Access).

Vehicular access is via an off-ramp at Monterey from Highway One. Highway One access to the south is gained within the neighborhood at Milagra Creek; northbound traffic must cross the freeway to gain access. The elevated highway provides a panoramic coastal view which should be considered in future development. Internal vehicular circulation is adequate to support present and proposed development.

WEST SHARP PARK

West Sharp Park is an established low and moderate income residential neighborhood. Single-family and multiple-family dwelling units are intermixed and heavy commercial uses are at the north end of the neighborhood on Palmetto. Retail commercial uses are scattered among the homes and apartments along Palmetto from Paloma to Clarendon. Francisco Boulevard, adjacent to the depressed section of Highway 1, is also occupied by a mixture of commercial, public and semi-public uses and dwellings. The school playground at the north end of the neighborhood and a tot lot at the south provide the only neighborhood public recreation facilities. The Municipal Fishing Pier and beaches also provide neighborhood recreation shared with visitors. The only developed section of the City's north-south pedestrian-bicycle pathway extends along the west side of Beach Boulevard.

The northern portion of the beach frontage is in private ownership; the beach frontage adjacent to the Ocean Park Manor Subdivision is owned by the City; and the remainder is Sharp Park State Beach which is designated by the State Department of Fish and Game as a fishing access point. The primary beach use is surf and pier fishing. Other uses include walking and beach for three miles north and south. The bluffs to the north are totally developed, steep and unstable, making beach access almost impossible. The bluffs decline to about 15 feet at the north end of Sharp Park. Access is possible but difficult and substantially increases erosion of the bluff face. South of the fishing pier the bluffs are only about six feet high, making access easy. Although declared a fishing access point, the State has

provided no facilities for fishermen. Fifty-eight spaces for visitor parking are now provided on-street on Beach Boulevard; considerable illegal bluff-top parking also occurs, substantially increasing erosion. The illegal parking indicates the lack of suitable parking. Since the parking area is usually vacant when the bluff area is being illegally used, it indicates that the available parking is not meeting the particular needs of the visitors. (See LCP Background Report, Parking).

Sharp Park houses many public facilities. The neighborhood contains the County's Branch Library, the Youth Service Bureau, the Pacifica Resources Center, City Hall, the Police Station, the City Council Chambers, the Emergency Operations Center, the City's Wastewater Treatment Plant, the sanitation company's garage, and the North Coast County Water District's Headquarters.

Because of its importance to Pacifica's coastal image, its unique social mix and the residents' active concern with coastal issues, West Sharp Park was designated a Demonstration Planning Area. As a result, the issues of this area were examined in greater detail than in other coastal neighborhoods. (See Demonstration Area Plan Report). The primary coastal issues in West Sharp Park include:

1. Protect and continue the low and moderate income housing which provides the unique character and social mix of the neighborhood;

2. The level of beach access and appropriate numbers of parking spaces effectively located to reduce the existing serious resident-visitor parking conflict. Key to this issue are creative solutions which do not result in wholesale paving or removal of existing homes;

3. Sufficient new commercial activities attractive to fishermen and other visitors to provide support for the area while continuing the essential neighborhood commercial activities which need to be close at hand in a lower income area; and

4. The future of the area as a government operations center.

Discussion of existing and proposed land uses for this neighborhood is divided into: the northern commercial area north of Sharp Park School and Ocean Park Manor Subdivision; Ocean Park Manor Subdivision and Sharp Park School; Sharp Park School and Ocean Park Manor Subdivision south to the north side of Montecito; and south side of Montecito to Sharp Park Municipal Golf Course.

Northern Commercial Area

The bluff-top portion of the northern commercial area is one of the few remaining areas available for service commercial uses. Existing development in the area includes light industrial and auto-related uses. In order to be consistent with the existing development pattern and meet an important community need, service commercial uses are appropriate for this area.

New uses in the area should include such things as warehouse and storage facilities, welding and machine shops, auto-related uses and other light industrial uses. Visitor-serving uses are also appropriate for the area and can complement the nearby RV park. Uses, such as a restaurant, sports shop,

small grocery store, or RV-related uses, should be encouraged. Compatibility between service commercial and visitor-serving commercial uses can be ensured through site specific review.

High rates of coastal erosion and geologic stability problems associated with this bluff top indicate that no new development should occur without geotechnical studies adequate to determine the "net developable" area. Within this developable area, setbacks should be established to protect new structures from loss during their design life, generally assumed to be 100 years. The area determined to be too hazardous to develop should be zoned open space to protect it from future development. Beach access and view points will be allowed in this district if geotechnical studies indicate their safety. Beach access will be provided at the RV park and additional access is not needed in this area. Instead, the cost of developing access should be used to provide additional visitor parking available to users of the developed access at the north bank of Milagra Creek. (See West Edgemar-Pacific Manor Neighborhood Description).

This area is highly visible from both Highway 1 and the closest public street, Palmetto. Future development should be based on consideration of the view of the site from the roadway, the need to establish and protect view corridors to the ocean, and the need for landscaping as sites are developing.

Between the established commercial area and the Ocean Park Manor Subdivision is an existing mobile home park with a designation of medium density residential. The mobile home park should be preserved as an important source of low and moderate income housing.

The development pattern of the east side of Palmetto in the northern area also has heavy commercial, storage and auto-related use. The commercial uses are interspersed with homes. This area, as with the coastline, is highly visible from the highway and is important in establishing the visual image of Pacifica for southbound visitors. In order to maximize its good highway access, reinforce its coastal views, promote service commercial activities, and meet an important community need, this entire area on the east side of Palmetto should be developed in service commercial uses. As with the bluff-top portion of the area to the west, visitor-serving commercial uses which are compatible with existing development are appropriate. The visual impact of development in this area should be a prime consideration in its approval.

Attention should be given to upgrading of the streetscape on both sides of Palmetto Avenue in the northern commercial area. Such upgrading should include the planting of appropriate street trees and other landscaping as an accompaniment to the development of new uses and the expansion and remodeling of existing uses in the area.

With the criteria above, proposed use of this area would be consistent with the following policies of the Coastal Act: 30255 (Coastal-Dependent Development), 30251 (Scenic Resources), 30250 (Concentration of Development), 30212 (New Development Shall Provide Public Access), and 30210 (Maximize Public Access). Lack of fiscal resources will require that the City rely on private developers to undertake the vitalization and reuse of this area.

Sharp Park School and Ocean Park Manor Subdivision

The Ocean Park Manor Subdivision of detached moderate and middle-income single-family homes dominates the coastal bluff top. High rates of erosion, averaging one to three feet per year, and provision of public access are serious coastal problems in this area. (See LCP Background Report, Geology and Access Component Report, Environment). For public safety and to protect the existing bluff area from use which would further aggravate erosion by disturbing bluff vegetative habitat (See LCP Access Component Report, Environment), it is proposed to keep the beach access easement in this area unimproved until its use will have no negative effect on existing development. Since developed public beach accesses are provided ± 2,300 feet to the north at Milagra Creek and ± 1,000 feet to the south at Beach Boulevard and Paloma, the public will not be denied access to the beach. A protective open space zone should be applied to this area, should existing residential uses no longer be present, in order that the remaining land will be protected from future development. This protective zoning would allow development to the beach of a public access on the City's easement, or elsewhere, if geotechnical studies indicate that it is feasible and safe to do so. Future use should also re-establish coastal views from Shoreview, the adjacent public street.

The criteria applied to the development of beach access in this developed residential area is consistent with the following Coastal Act policies: 30210 (Maximize Public Access), 30212.5 (Distribute Public Facilities), 30253 (Geologic Stability), and 30251 (Scenic Resources).

East of Palmetto in this area is Sharp Park School. Because it provides the only developed playground area in the neighborhood, its continued availability to neighborhood residents is important. Decline in elementary school enrollments provides an incentive for some school facilities to be temporarily or permanently discontinued. Should Sharp Park School become one of the school facilities to be discontinued, public use of the playground should be retained.

Sharp Park School - Ocean Park Manor Subdivision
South to the North Side of Montecito

The pattern of development in this area is fairly well established with commercial uses tending to concentrate along Palmetto and Francisco. Various densities of residential uses lie between these areas to the beach frontage. Bluff erosion, which could affect shoreline accessibility, and steep bluffs limiting public beach access are the primary coastal problems in this area. Structures are mainly on the east side of Beach Boulevard. However, wave erosion compounded by drainage from the inland area, human scrambling and illegal bluff-top parking, have aggravated bluff erosion along this part of the beach to the point where Beach Boulevard and the parallel pedestrian-bicycle pathway are increasingly subject to damage. In the case of the street, it is badly in need of repair. (See LCP Access Component Report, Environment; LCP Background Report, Geology; Demonstration Area Plan, Public Works and Implementation). To control erosion and ensure continuation of the public roadway and coastal access and views it provides, the City should seek funds from the Coastal Conservancy and other public agencies to plan and develop needed improvements.

To provide needed public access down the steep bluffs and reduce erosion by controlling access, a developed beach access is proposed opposite Paloma on Beach Boulevard. To protect the appearance and continued availability of the existing low and moderate income residential uses, the few vacant lots fronting on the east side of Beach Boulevard, and in the area east to Palmetto, should in-fill with residential uses similar to existing adjacent uses. The need for public beach parking at the north end of Beach Boulevard is recognized. This parking need should be considered along with future development in close proximity to the north end of Beach Boulevard. Proposals for intensification and vitalization of the best located commercial areas, to provide additional visitor-serving activities, meets coastal requirements without increasing pressure on this low and moderate income area. (See West Sharp Park Neighborhood Land Use Map).

The criteria given above for development of the area from the shoreline west to the properties fronting on Palmetto are consistent with the following Coastal Act policies: 30210 (Maximize Public Access), 30212.5 (Distribute Public Facilities), 30213 (Low and Moderate Income Housing), 30212 (Reserve Coastal Areas), 30250 (Concentration of Development), 30251 (Scenic Resources), 30252 (Parking), and 30253 (Geologic Stability).

The existing commercial uses fronting on Palmetto are the results of strip-development dating back to when Palmetto was the Coast Highway. Commercial uses in the neighborhood can be strengthened by consolidation to stimulate foot traffic and visitor-serving uses, and by encouraging neighborhood convenience services to meet the needs of fishermen, other coastal visitors and local residents. It is proposed to confine the visitor-serving, neighborhood retail commercial uses to the frontage of Francisco and Palmetto from Paloma to Brighton. Within this area, to stimulate foot traffic and encourage low and moderate income housing, the frontage along Palmetto should be mixed with commercial and high density residential uses.

To intensify visitor-serving uses and attractions and provide for beach/ commercial parking, the remainder of the Palmetto frontage in this area is proposed for retail and service uses, emphasizing those oriented to the beach visitor. Commercial activity should encourage beach-oriented uses, such as carry-out food, sports shops, places to browse, bait shops, etc. The appearance of commercial uses at Santa Rosa and Palmetto are particularly important since this is the main access to the Municipal Fishing Pier, one block west. (See Plan Conclusion). The appearance of the fishing pier should also be visually enhanced to attract visitors in the commercial area.

Integral to the successful implementation of a vibrant commercial Palmetto strip is the creation of a visually attractive streetscape. New development and renovations should include street trees and interesting landscape designs as part of the site plan. A more ambitious street plan, possibly to include diagonal parking, may provide room for innovative landscaping and sidewalk plans while creating additional parking for area businesses. Innovative resolution of the parking issue will continue to be a pressing concern to ensure that the increase in commercial activity on Palmetto does not result in "overflow" congestion into the adjacent residential neighborhood. Consolidation of these plans may best be accomplished within the context of a Specific Plan targeted specifically for Palmetto Avenue and key connecting roadways, such as Clarendon and Santa Rosa.

Visitor-supporting commercial uses should be encouraged on the Francisco Boulevard frontage between Paloma and Montecito. Such use recognizes existing uses and the value of proximity of the area to Highway 1. Additional visitor-related uses will fortify uses along Palmetto one block to the west and will entice those passing by to the coast.

The existing City Hall is located on Santa Maria Avenue. Existing facilities are inadequate but fiscal constraints delay relocation.

To be compatible with the low and moderate income housing and the unique beach community character, existing residential areas between the designated commercial development should be in-filled at residential densities compatible with those existing. (See Neighborhood Land Use Map). Criteria for in-fill development within existing residential areas should include:

1. Design and scale compatible with surrounding development.

2. Protection of the economic mix of housing opportunities.

3. Assurance of geologic stability, and

4. Minimal tree removal and replacement plantings as needed.

Special attention should be given to the design character of the old bungalow style of housing; small one-story structures, wood siding, incorporation of small porches, and the intimate detailing of window trim, planter boxes, fencing and landscaping. Structures in these areas should be limited to two stories to preserve intimacy and the appropriate scale of development.

Given the criteria discussed above for each type of land use, these proposals are consistent with the following Coastal Act policies: 30213 (Low and Moderate Income Housing), 30222 (Priority of Coastal Development), 30250 (Concentration of Development), and 30252 (Parking).

South Side of Montecito, South to Sharp Park Municipal Golf Course

South of Montecito the predominant land use is low and moderate income residential. Four public facilities dominate the area: the City's Wastewater Treatment Plant, the Scavenger Company's garage, the County Branch Library and the headquarters of the North Coast County Water District. The residential character of the area is well established, but vacant land and the City's Wastewater Treatment Plant mark the beach frontage. Although 58 on-street parking spaces are provided, the bluff-top area west of Beach Boulevard is illegally used for beach parking. To protect the view from the public roadway, promote public beach access, and control bluff erosion, public acquisition and development in low intensity recreational uses is recommended for the $\pm$1-1/2 acre bluff-top area. However, if public purchase and development is not successful, then low intensity visitor-serving uses which provide their own off-street parking, do not obstruct views of the sea, and provide for retention of existing low and moderate income housing within the neighborhood at the time of development, shall be permitted.

The on-street parking area should be retained along Beach Boulevard between the Wastewater Treatment Plant and the existing residential units at Clarendon. The area on the east side of Beach Boulevard should be in-filled

with medium density residential uses. Residential site development should provide adequate parking for itself, and include 30 public beach parking spaces to reduce the obvious parking problems in the area.

To protect the existing low and moderate income residential units and promote their continuation, the remaining in-filling in this neighborhood is proposed for residential uses compatible with adjacent existing residential development. (See West Sharp Park Land Use Map).

To protect the residential character of the area, the City's Wastewater Treatment Plant and the scavenger company's garage, should be discouraged from expanding their sites.

The undeveloped bluff areas are not a problem in this area. However, inland portions of the Coastal Zone contain steep land. This land should be developed only after geotechnical studies which indicate that the intended development is consistent with public safety.

The criteria for development proposed here are consistent with the following policies of the Coastal Act: 30211 (Public Access), 30212.5 (Distribute Parking), 30213 (Low and Moderate Income Housing), 30221 (Reserve Coastal Areas), 30250 (Concentration of Development), 30251 (Scenic Resources), 30252 (Non-Automobile Transit), 30253 (Geologic Stability), and 30254 (Public Works Facilities).

Coastal Access

As indicated earlier, coastal access is uninterrupted in West Sharp Park, from Palmetto south, although 15 foot bluffs at the north end of this public beach, intimidate many users. For reasons cited in the preceding description, access, although close at hand, is not proposed within the northern portion of the neighborhood where the bluff-tops are fully developed and very subject to erosion. To protect the public's safety, control erosion, and facilitate and focus public beach access, developed beach access, including signing on local access roads and at access locations, is proposed at three locations: Beach Boulevard and Santa Maria, Beach Boulevard just south of the City's Wastewater Treatment Plant, and Beach Boulevard at Clarendon. Parking is a critical problem for visitors to this area. These beach accesses should be supported by adequate parking. On the east side of Beach Boulevard, opposite the access area adjacent to the sewer treatment plant, there should be 30 public parking spaces and existing on-street parking should be retained.

Additional short-term beach parking needs total 35 spaces. This parking should be combined with the commercial parking along Palmetto Avenue, one block east of the beach. This combined parking should be carefully signed and denoted by boardwalks, landscaping, etc., to tie into the beach activities. (See Demonstration Area Plan, Parking, Implementation and Design Criteria; LCP Access Component Report; and Local Coastal Land Use Access Component).

Trail access is provided by the City's north-south pedestrian-bicycle pathway (see Neighborhood Plan Map) which will, when completed, link the entire City through the Coastal Zone. Inland connections from this pathway exist at the Paloma and Sharp Park Road freeway overpasses. These inland links provide access to the inland historical sites, San Mateo County

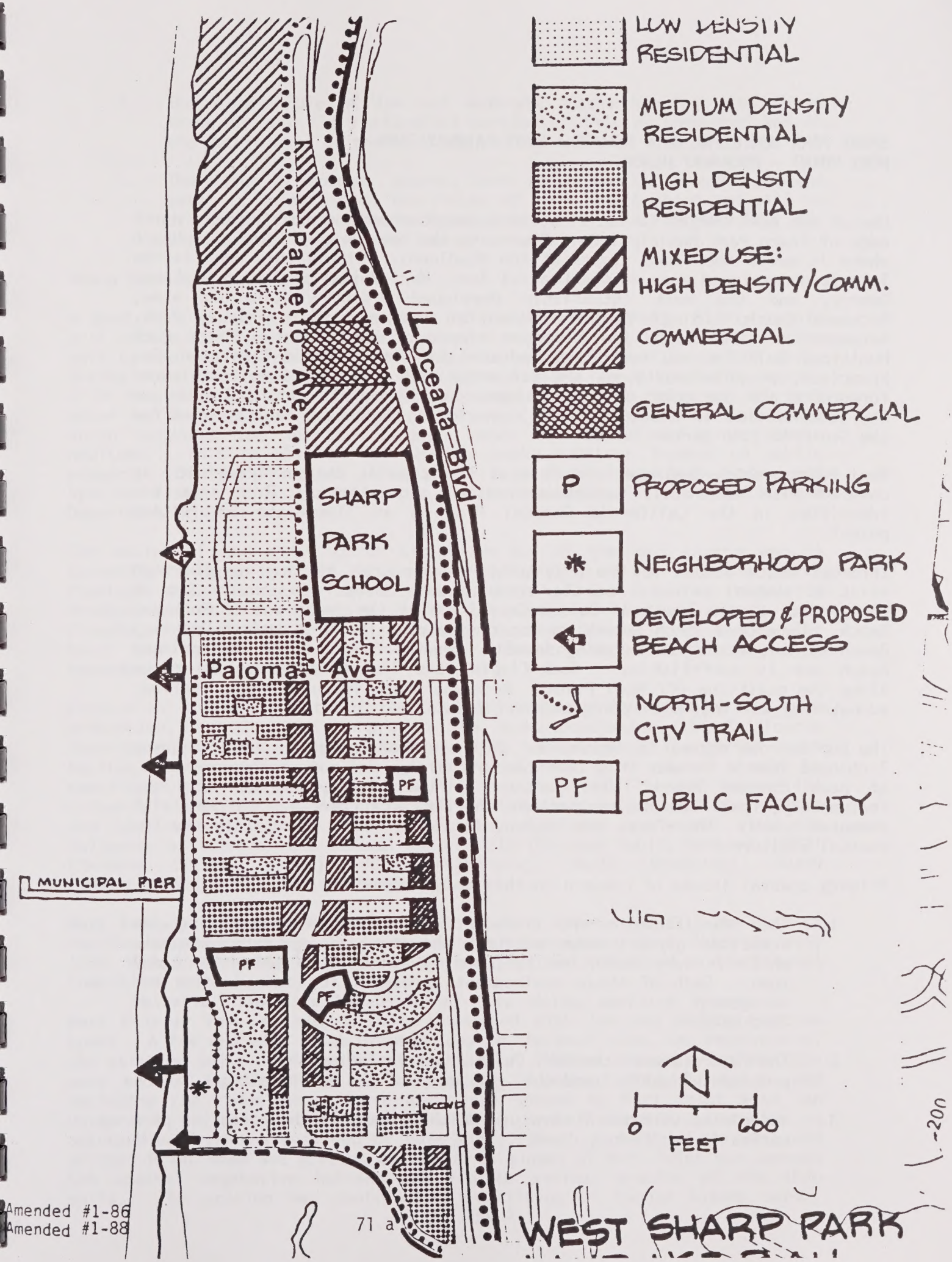
ridgeline parks and the pedestrian/equestrian Ridgeline Trail. (See Circulation Element of the General Plan).

As described in each sub-area discussion above, parking is a critical neighborhood problem, particularly in the southern half of West Sharp Park where beach and visitor parking demands overlap with the needs of older residential areas built prior to modern off-street parking requirements. A concerted effort to reduce bluff erosion by removing illegal bluff-top parking will further compound the parking problem. Overall, in planning the entire Coastal Zone, more parking is proposed, particularly that which is suitable for surf-fishermen. An important consideration is to distribute along the coast the demand for beach overlook parking. (see Coastal Access Report, Parking). The parking areas outside the West Sharp Park neighborhood suitable for beach overlook parking include a 40-space (if publicly owned, otherwise 20 space) lot on Esplanade and 20 spaces at the south bank of Milagra Creek, to be supplemented by parking at the commercial area (See West Edgemar-Pacific Manor neighborhood description).

Within West Sharp Park additional spaces have been proposed with attention to distribution: 30 spaces at the south end of the State Beach; 15 improved spaces at the west end of Clarendon; 35 spaces within a parking district along Palmetto when the district is created; and a number of spaces in the commercial area on the north bank of Milagra Creek. It is also proposed that creative solutions, such as cooperative block public parking areas in residential locations, shared residential-commercial-visitor lots, etc., be created for the residential uses to alleviate the dependence of residents on the available on-street parking. This will reduce the potential peak use parking conflicts. Beach parking lots within residential areas of West Sharp Park shall be designed and landscaped to minimize impact of this use on adjacent residential uses. To protect residential neighbors, off-street beach parking lots along the beach frontage should be closed for night-time parking. (See Demonstration Area Plan, Parking and Implementation). To conserve and promote the low and moderate income housing in West Sharp Park, protect the appearance and existing character of the existing neighborhood and encourage a balanced community, visitor public parking needs were based on average in-season beach use estimates. Neighborhood residents should recognize the fact that this assumption means that on peak days there will still be a conflict between beach users and residents. However, the split beach season, limited number of in-season holidays and weekends which are peak days, and the average frequency in a season of bass runs coinciding with the other beach users peak days, seems such that it is worth the occasional inconvenience to protect other neighborhood assets from being removed for more parking lots.

Vehicular access to the West Sharp Park neighborhood is from Highway 1 (the Coast Highway). The local collector streets are Paloma, Clarendon, Palmetto, Francisco and Beach Boulevard. These roads are considered adequate to handle the additional traffic which will result from proposed development. Creative design along Palmetto, which is oversized because of its past role as the Coast Highway, could improve the commercial image of the area and encourage pedestrian flow without reducing the efficiency of the roadway as a local collector.

Local streets serving the residential area are, because of their narrow width, constricted by towering Monterey Cypress, designated alternately one-way. This circulation pattern will adequately meet the access needs of local residents and visitors.



WEST SHARP PARK

Amended #1-86
Amended #1-88

SHARP PARK MUNICIPAL GOLF COURSE - WEST FAIRWAY PARK - MORI POINT - ROCKAWAY BEACH

One of the most varied in Pacifica, this neighborhood extends from the north edge of Sharp Park Municipal Golf Course to the south edge of Rockaway Beach where it meets the steep slopes of the Headlands. Within this area is the largest undeveloped area in the Coastal Zone, Mori Point, including Rockaway Quarry, and the most intensively developed visitor-destination area, Rockaway Beach. Single-family residential uses mark West Fairway Park, between the golf course and the open slopes of Mori Point. Sharp Park Municipal Golf Course, owned and operated by the City and County of San Francisco, provides residents and passersby with views of a well-manicured foreground and the ocean beyond. Laguna Salada and its marsh, located on the western side of the golf course, provide an important habitat area for the San Francisco garter snake.

Mori Point, which dominates the coastal landscape in this neighborhood, is covered with moderately sensitive coastal vegetation. This area was identified in the California Coastal Plan as an "immediate acquisition point".

Informal beach access to the privately owned beaches of this neighborhood exist at several points: on Clarendon in West Sharp Park, on the top of Mori Point, at the mouth of Calera Creek, and at the south end of Rockaway Beach. Developed beach access is located only at the west end of Rockaway Beach Avenue, across an existing seawall. North of Mori Point, the primary beach use is surf-fishing. Rock-fishing and limited tide-pooling occur along the coastline off Mori Point. Rockaway Beach is popular for surfing, sunbathing, walking, picnicking and surf-fishing.

The public road access is Highway 1. Just south of the golf course, Highway 1 changes from a freeway to a four-lane arterial. CalTrans recognizes that, at peak commute hours, this portion of the highway is at capacity. Fortunately, peak beach-use periods in Pacifica rarely coincide with commuter peaks. Therefore, the highway is almost never at capacity now for coastal visitors.

Primary coastal issues of concern in this neighborhood are:

1. The identification and protection of the highly sensitive San Francisco garter snake habitat, the coastal vegetative habitat, which is very sensitive to human trampling, and the inter-tidal zone. Each of these environments presents its own planning and management problems which will be discussed with each affected land use;

2. The future use of the Mori Point area, including the prominentridgeline, and the $\pm$90 acres of the quarry site;

3. Associated with the future use of the quarry is the potential of a marina in Pacifica;

4. The future role of low and moderate income housing also is an issue in both the residential portion of this neighborhood and in the future uses of the Rockaway Beach commercial area;

5. The issue of roadway access, both north and south and east and west, is important to the future of this neighborhood and will be discussed in relation to coastal access. The neighborhood has been divided into the following sub-areas:

Sharp Park Municipal Golf Course

A deed restriction ensures continued public ownership of the highly scenic golf course, designed and built under the direction of John McLaren. The golf course and entire Sharp Park area, including the portion to the east, drains into what remains of the old Laguna Salada, now a freshwater marsh. A 50 foot berm protects the golf course and marsh from intrusion of salt water and humans, and ensures perpetuation of the freshwater marsh habitat which supports one of the largest known San Francisco garter snake habitats. This is also one of the few snake habitats located on public property. The San Francisco garter snake is on Federal and State Endangered Species lists. Its protection is the responsibility of the California Department of Fish and Game.

The outlet of the marsh is on the south end of the golf course and is currently crossed by surf fishermen wishing to use the adjacent beach frontage. In the past, the City and County of San Francisco regularly dredged the marsh to maintain its depth to protect the golf course from flooding. Since about 1940 this practice has been discontinued on a regular basis and the marsh has been silting. Poorly timed dredging could be hazardous to the garter snake.

Because of the sensitivity of the habitat, the need for dredging and berm protection, and the need to protect the snake population, the California Department of Fish and Game should undertake management of the garter snake habitat. Alterations in the operations of the golf course should be consistent with the requirements of the Department of Fish and Game. The criteria identified for the protection of the garter snake and its habitat and the continuation of the golf course use are consistent with the following policies of the Coastal Act: 30210 (Maximum Public Access), 30221 (Reserve Coastal Areas), 30231 (Habitats), 30233 (Dredging), 30240 (Sensitive Habitats), and 30251 (Scenic Resources).

West Fairway Park and the North Slopes of Mori Point (NOTE: The City of Pacifica approved amendments to the narrative regarding Mori Point in July 1988, however, the LUP amendments have not yet been submitted to the Coastal Commission for approval).

West Fairway Park is almost fully developed with low and moderate-income homes. A few duplexes front Bradford Way on the east side, the remainder of the existing units are detached single-family. Vacant property includes the west end of Fairway Park and the vacant slopes of Mori Point, to and including the ridgeline. These areas are served by Mori Point Road, an unimproved private road, primarily used by surf fishermen. The view is outstanding from the west end of this site. Beach parking on the west end of Mori Point Road and grazing on the north slopes of Mori Point has damaged the coastal vegetative habitat and led to serious erosion of the thin soils. The erosion has contributed to silting of Laguna Salada marsh.

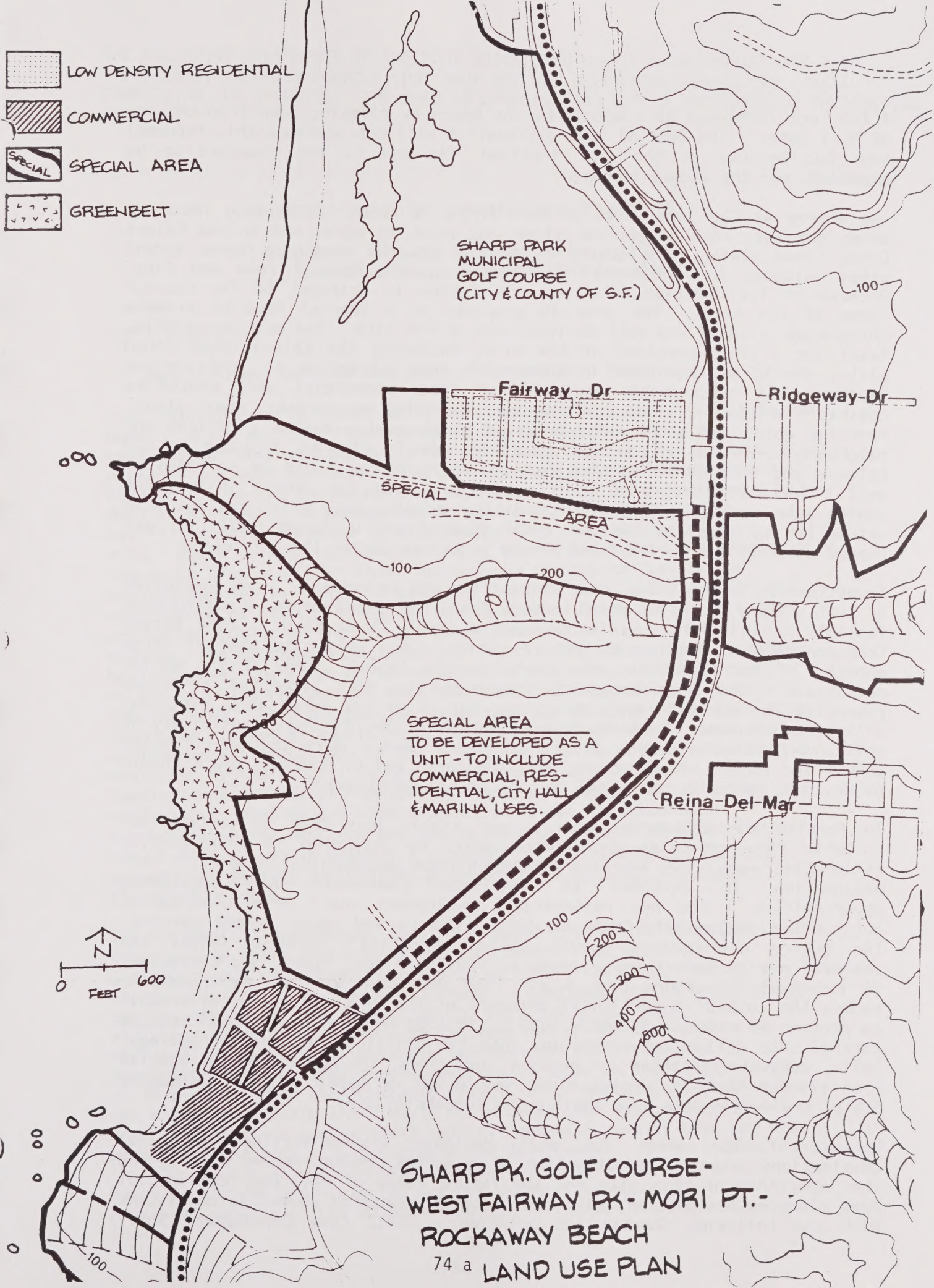
Beach access is gained across the outlet of the marsh. Human abuse which has increased erosion, the problems associated with beach access crossing a sensitive habitat area, the views at the west end of the site, and the proximity of the existing residential area have resulted in designating this area a Special Area. This designation means that any development of this area should be planned as a unit, considering the geotechnical, slope and environmental limitations of the site as well as to preserve the scenic qualities of the natural landform. Appropriate land uses in this Special Area include visitor-serving commercial uses, such as an inn and/or restaurant on the highly scenic west end, neighborhood commercial on the east end and medium density residential clustered off the steeper slopes in between. The residential development should be compatible (but not necessarily identical) in scale with nearby existing homes. The proposed neighborhood commercial uses should be small scale and limited to those needed to serve the neighborhood. The visitor-serving uses proposed on the west end of the site should be designed to be subordinate to the landform and not sited on a ridgeline. No development should occur on slopes in excess of 35 percent or on the prominent ridgeline. A minimum of 30 percent of the total developable area should be in commercial uses, unless it is determined through geotechnical and environmental studies that the west portion of the site is not suitable for development. In that case, less than 30 percent of the developable area may be in commercial uses. Beach access and beach parking are not appropriate because of the potential impacts on the adjacent habitat of the San Francisco garter snake.

Because portions of this site may include primary or secondary habitat of the San Francisco garter snake, extensive biological and geotechnical study should precede any development in this area. Development should be permitted only if it can be demonstrated that impacts from the use and access road on the adjacent San Francisco garter snake habitat can be adequately mitigated. Proposed mitigation for impacts on the San Francisco garter snake habitat should be reviewed and approved by the Department of Fish and Game before approval of a project.

These proposed land uses are consistent with the following Coastal Act policies: 30211 (Public Access), 30212 (New Development Shall Provide Public Access), 302212.5 (Distribute Parking), 30221 (Reserve Coastal Areas Unless Provided Elsewhere), 30231`(Habitat Protection), 30240 (Sensitive Habitat), 30250 (Concentration of Development), 30251 (Scenic Resources), 30252 (Parking), 30253 (Geologic Stability), and 30254 (Public Works Facilities).

Mori Point

The Mori Point area consists of the prominent, highly visible steep slopes, the ridgeline and the quarry. The Conservation Element of the 1978 General Plan recommends that, because it is a locally important source of construction aggregate, the quarrying operation be continued until it is no longer economically feasible. Mori Point is an important, highly visible coastal landmark. The steep slopes, covered with coastal vegetation, have only a think layer of soil and are subject to serious erosion. Emergency access to this area is difficult. Because of these problems, the steep slopes and ridgelines have been designated Open Space Residential and Prominent Ridgeline. These designations will preclude any development unless it is shown that the public's safety can be assured, no geotechnical problems will result, and there is no other place on the site to develop.



SHARP PK. GOLF COURSE-
WEST FAIRWAY PK - MORI PT.-
ROCKAWAY BEACH
LAND USE PLAN

A few rock fishermen gain access to the beach by climbing down from the top of Mori Point. The Special Area designation will not preclude this informal use, but because of the risk involved, the use is not proposed to be expanded, nor the access improved.

The quarry at the inner area of Mori Point is about 120 acres. About 90 acres are less than 35 percent slope and about 20 acres are in the Calera Creek flood plain. The quarry is one of the few remaining large vacant sites suitable for commercial development in the Coastal Zone and City. Because of its location, the quarry's future is critical to the coastal image of the City. The area is proposed as a Special Area to promote integrated, planned and well designed use of the site. The most accessible, level and visible portions of the site, including the Calera Creek flood plain, should be developed in commercial uses attractive to, and serving visitors. A substantial proportion of these commercial uses should be coastally oriented visitor destinations, including restaurants, small shops, sporting goods and other water-oriented shops, and a marina. Offices and neighborhood-serving commercial activities should also be included to add balance and attract off-season users. City offices could be included as well. Economic studies of Pacifica indicate that the short, split beach season make survival difficult for visitor-serving uses which are not also attractive to local residents. Well planned and designed activities are needed which will draw local and nearby residents during the off season.

Investigation of a marina site in Pacifica was undertaken. The conclusion of that study is that in order to meet landslide requirements, a marina most feasibly could be located in the Calera Creek flood plain. (See Access Component Report, Marina Analysis). This is the only site that is large enough. Plans to develop the quarry should include study of the marina potential. The Army Corps of Engineers has been requested to study potential for marinas along the coast, but it is not known when the study will be undertaken. Their study will determine the off-shore feasibility of this site. If the marina is not feasible, then a developed public beach access and public beach parking near the north end of Rockaway Beach should be designed into the commercial portion of the development.

To fortify the commercial area, upper slopes less than 35 percent not suitable for commercial development would be developed in high density residential uses, the location dependent upon geotechnical studies. This designation is intended to reinforce commercial and employment opportunities. The new residential development shall provide units of outstanding design affordable to both moderate and upper income persons. The quarry neighborhood should reflect Pacifica's diverse social and economic mix by containing a range of housing sizes, types, and tenancies. If necessary to assure such a mix, the developer will be encouraged to reduce the cost of a portion (5 percent) of the units to prices affordable to persons of moderate income. High visibility of this housing will require careful site design and contouring into the hillside. Because of geology, soils, coastal vegetation and erosion, and views, the portion of the Special Area steeper than 35 percent slope should not be developed. A minimum of 50% of the developable area shall be in commercial uses.

Because of the needs for well designed visitor-serving commercial destinations, further investigation of a marina, market-valued housing and the importance of this site for the future image of Pacifica, the Special Area planning designation, with the criteria suggested above, is consistent with the following Coastal Act policies: 30212 (New Development Shall

THE FOLLOWING AMENDMENTS TO THE MORI POINT LAND USE PLAN NARRATIVE HAVE BEEN APPROVED BY THE CITY COUNCIL, BUT HAVE NOT YET BEEN SUBMITTED TO THE COASTAL COMMISSION FOR APPROVAL. THE AMENDED LANGUAGE AND MAP IS INCLUDED FOR INFORMATION ONLY.

MORI POINT - PROPOSED LAND USE PLAN AMENDMENTS

() Indicates language proposed to be deleted
_____Indicates language proposed to be added

LUP - Page C-40

West Fairway Park and the North Slopes of Mori Point

West Fairway Park is almost fully developed with low and moderate income homes. A few duplexes front Bradford Way on the east side, the remainder of the existing units are detached single-family. Vacant property includes the west end of Fairway Park and the vacant slopes of Mori Point, to and including the ridgeline. These areas are served by Mori's Point Road, an unimproved private road, primarily used by surf-fishermen. The view is outstanding from the west end of this site. Beach parking on the west end of Mori's Point Road and grazing on the north slopes of Mori Point has damaged the coastal vegetative habitat and let to serious erosion of the thin soils. The erosion has contributed to silting of Laguna Salada marsh. Beach access is gained across the outlet of the marsh. Human abuse which has increased erosion, the problems associated with beach access crossing a sensitive habitat area, the views at the west end of the site, and the proximity of the existing residential area have resulted designating this area a Special Area. This designation means that any development of this area should be planned as a unit, considering the geotechnical, slope and environmental limitations of the site as well as to preserve the scenic qualities of the natural landform. Appropriate land uses in this Special Area include vistor-serving commercial uses, such as an inn and/or restaurant on the highly scenic west end, (neighborhood commercial on the east end and meduim density residential clustered off the steeper slopes in between.) , commercial development on the east end and low density residential development located off the steeper slopes in between.

The residential development should be compatible but not necessarily identical in scale with nearby existing homes. The proposed (neighborhood) commercial uses should be (small scale and limited to those needed to serve the neighborhood.) complementary to the visitor serving commercial development on the west end of the site. The visitor-serving uses proposed on the west end of the site should be designed to be subordinate to the landform and not sited on a prominent ridgeline. No development should occur on slopes in excess of 35 percent or on the prominent ridgeline. A minimum of 30 percent of the total developable area should be in commercial uses, unless it is determined through geotechnical and environmental studies that the west portion of the site is not suitable for development. In that case, less than 30 percent of the developable area may be in commercial uses. Beach access and beach parking are not appropriate because of the potential impacts on the adjacent habitat of the San Francisco Garter Snake.

Because portions of this site may include primary or secondary habitat of the San Francisco Garter Snake, extensive biological and geotechnical study should precede any development in this area. Development should be permitted only if it can be demonstrated that impacts from the use and access road on the adjacent San Francisco Garter Snake habitat can be adequately mitigated. Proposed mitigation for impacts on the San Francisco Garter Snake habitat should be reviewed and approved by the Department of Fish and Game before approval of a project.

These proposed land uses are consistent with the following Coastal Act policies: 30211 (Public Access), 30212 (New Development Shall Provide Public Access), 30212.5 (Distribute Parking), 30221 (Reserve Coastal Areas Unless Provided Elsewhere), 30231 (Habitat Protection), 30240 (Sensitive Habitat), 30250 (Concentration of Development), 30251 (Scenic Resources), 30252 (Parking), 30253 (Geologic Stability), and 30254 (Public Works Facilities).

- Mori Point

The Mori Point area consists of the prominent, highly visible steep slopes, the ridgeline and the quarry. The Conservation Element of the 1978 General Plan recommends that, because it is a locally important source of construction aggregate, the quarrying operation be continued until it is no longer economically feasible. Mori Point is an important, highly visible coastal landmark. The steep slopes, covered with coastal vegetation, have only a thin layer of soil and are subject to serious erosion. Emergency access to this area is difficult. Because of these problems, the steep slopes and upper ridgelines have been designated (Open Space Residential and) Prominent Ridgeline. The(se) designation(s) will preclude any development unless it is shown that the public's safety can be assured, no geotechnical problems will result and there is no other place on the site to develop.

A few rock fishermen gain access to the beach by climbing down from the top of Mori Point. The Special Area designation will not preclude this informal use but, because of the risk involved, the use is not proposed to be expanded nor the access improved.

- Coastal Access (page C-44)

There are five beach accesses along the ±7,320 feet of shoreline in this coastal neighborhood. It is proposed that three be developed. Because of the erosion problems and hazards associated with reaching it, no proposal is made to develop access to the pocket beach on Mori Point. For public safety, use of this area should not be encouraged. There should be no signs or other indications of its presence. In addition, since beach access requires crossing the primary habitat of the San Francisco Garter Snake, access at the north end of Mori Point should not be developed unless an acceptable method to mitgate potential pedestrain impacts on the habitat can be developed and implemented.

Of the three remaining access points, the west end of Rockaway Beach Avenue is the only one improved. Parking for 20 to 40 cars is available

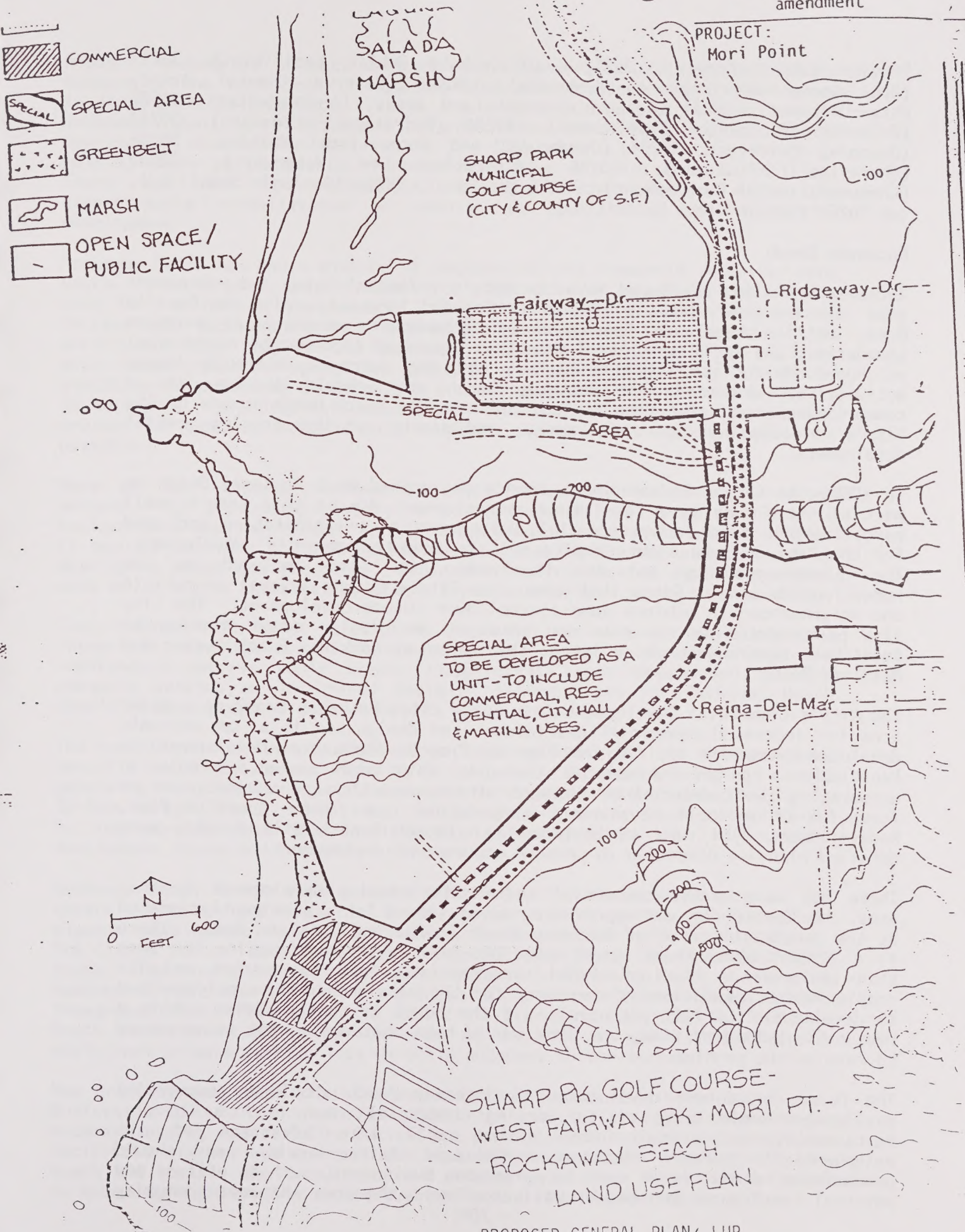
on an undeveloped City street right-of-way adjacent to the seawall. However, this on-street parking will be eliminated when a pedestrain-oriented promenade is constructed. Two additional accesses are proposed for Rockaway Beach, one at Calera Creek and one south of existing development. The Calera Creek access will be developed if a marina is determined not to be feasible at the quarry site. Suitable parking for beach access will be provided. The amount of parking will be determined when development occurs. Access to the south end of the beach will be from the proposed parking area. At least thirty (30) parking spaces for beach users will also be available there.

Trail access is provided this neighborhood by the County's inter-City bicycle trail and the City's north-south pedestrian-bicycle pathway system, both of which parallel Highway 1. The City's north-south pathway should be taken off Highway 1 and placed on the frontage road proposed for the west side of Highway 1 after the frontage road is developed.

Highway access to this neighborhood is from the Coast Highway. Operational and safety, but not capacity-increasing, improvements are proposed. In this area, the highway is now at capacity during commuter's peak-use hours. This congestion hampers emergency access. To resolve these important community issues, (a) local service roads on the east and west sides of Highway 1 (is) may be proposed. (to connect Francisco-Bradford Way). The westerly frontage road would connect the Mori Point property to (Old County Road) Dondee Way and Rockaway Beach Avenue. (This) These roadways would improve commercial access by providing (an) alternative access to and from (Sharp Park Road in this congested area.) the Coast Highway. Because the proposed frontage roads would be (a) part of several separate developments and also help meet City needs, the City should draw up a specific plan which establishes criteria and uniform standards for the roadway. Among these criteria should be standards for the roadway. Among these criteria should be standards: two-lane width; (no development between the frontage road and Highway 1 to the east;) adequate landscaping; provision for a bicycle path or trail; and proper design to provide for public safety and emergency vehicle use if necessary. Included in CalTrans planing should be removal of the stockpiled dirt placed along the highway by CalTrans during the previous roadway construction. This dirt obstructs views of the coast from Highway 1.

Care should be taken in widening the highway along the Rockaway Beach frontage to ensure that nonconforming lots and substandard uses are not left. CalTrans should purchase entire parcels to establish right-of-way and provide improved sight lines and parking on portions of the frontage lots to enhance safety and operation of the roadway. Landscaping along the highway should be negotiated between CalTrans and the City as the highway improvements are planned and designed. The proposed highway improvements should also increase the safety of the existing intersections along Highway 1, including access to the quarry and Rockaway Beach Avenue.

Several alternatives have been proposed for roadway access to the inland ridgeline area. One option would include a local roadway on an overpass of Highway 1 at the Mori Point cut. This roadway would curve at acceptable grade down to the proposed frontage road. This alternative and other possibilities need more study. Should the overpass option be pursued, it is important to the future development of the quarry site that the roadway be developed so that it reduces traffic conflicts and facilitates visitor and resident use of the quarry commercial area.



PROPOSED GENERAL PLAN/ LUP

Provide Public Access), 30212.5 (Distribute Public Facilities), 30213 (Consistency with Housing Elements), 30220 (Reserve Coastal Areas, Water-Oriented), 30221 (Reserve Coastal Land Areas, Land-Oriented), 30222 (Priority of Coastal Development), 30224 (Recreational Boating), 30233 (Dredging Criteria), 30234 (Commercial and Recreational Boating), 30235 (Shoreline Structures), 30236 (Alterations to Waterways), 30250 (Concentration of Development), 30252 (Parking), 30253 (Geologic Stability), and 30254 (Public Works Facilities).

Rockaway Beach

Rockaway Beach has developed into the City's principal hotel and restaurant area over the years because of its setting and location. With the Pacific Ocean and the Headlands forming the neighborhood's western and southern boundaries, the small area (13.5 acres) is separated from nearby residential neighborhoods by the Cabrillo Highway and the quarry. Although little activity has occurred, the Rockaway Beach area should develop into a commercial center. The City anticipates Rockaway Beach becoming one of the City's principal commercial areas emphasizing visitor-serving retail development.

In 1980, the City's Redevelopment Agency designated West Rockaway Beach as part of the Survey Area for future redevelopment due to this area's small parcelization, need for residential and commercial rehabilitation and need for the City to take a more active role to promote commercial development. The quarry property and the Headlands were also included in the redevelopment area. Since that time, the City acquired several parcels in the neighborhood to achieve some control over future development. The City also participated in the sale and trade of municipally owned property to facilitate development of an inn at the corner of Rockaway Beach Avenue and Maitland Road.

The City's Commercial Development Task Force cited Rockaway Beach as a prime area for increased commercial development and designated it as an economic development area in its "Action Plan to Promote Commercial Development in Pacifica". It was recommended that the City plan an active role in encouraging the commercial development of the area through redevelopment or formation of a local development corporation. A future Specific Plan, Redevelopment Plan, and an Environmental Impact Report will provide more detailed planning direction to promote and control development.

There has been little commercial and visitor-serving development in this area. A 30-room inn was approved on seven vacant lots, prominently located at the southeast corner of Rockaway Beach Avenue and Maitland Road. There is a 92-unit beach-front hotel which has been under construction for more than ten years. The unfinished structure has been an eyesore and its completion or demolition is necessary for the remainder of the neighborhood to develop to its full potential. If the hotel is not completed within a reasonable period of time, the City should take whatever action is necessary to resolve the problem.

The focus for future development in Rockaway Beach should be commercial development emphasizing visitor-serving commercial uses, such as hotels, restaurants, and retail shops, that will take advantage of the neighborhood's coastal location. Although visitor-serving uses should predominate, a mixture of some local-serving businesses, such as offices and personal service establishments will complement the area and meet community

needs. Industrial or auto-related uses, however, should not be allowed because of the importance of compatibility with visitor-related development in this small neighborhood. There are some existing auto-related uses in Rockaway that are incompatible with the visitor-serving commercial development desired for this area. The City should provide assistance in helping these businesses to relocate to a more suitable area in Pacifica. There are also some commercial structures that should either be significantly rehabilitated or rebuilt as part of a new commercial development.

Rockaway Beach has had a mixture of residential and commercial uses for many years. This area is more suitable for commercial or mixed residential use than for residential development. Existing residential units will become increasingly incompatible in this area as the commercial uses expand. It is anticipated that many of the existing residential units will be replaced with commercial development as property is sold. The City should be sensitive to providing a reasonable transition period for residential units in this area. Any City initiated action to promote a commercial development project in Rockaway Beach should endeavor to impact as few residences as possible.

Many of the existing residential units serve low and moderate-income persons. If affordable housing is lost, every effort should be made to replace such housing, either in the neighborhood, or elsewhere in the City. It may be possible to provide replacement housing in the neighborhood by developing mixed use projects. Residential units located above commercial uses would add to the vitality of the area and provide housing as needed.

Consolidation of small parcels is important to achieve well planned, integrated development. Construction of small commercial shops on substandard parcels would create inappropriate spot development without adequate parking or integrated design. Future plans for Rockaway Beach should require property consolidation.

The specifics of future development in Rockaway Beach will be determined by Specific and Redevelopment Plans to be prepared. Height of buildings should generally be limited to two to three stories, consistent with the City's 35-foot height limit. Additional height along Rockaway Beach Avenue could be incorporated into the Specific Plan if compatible with the overall development theme and design for this area.

Rockaway Beach Avenue should become the focus for the area because of its central location and since it is the primary entry point. Existing and planned development for Rockaway Beach Avenue should reflect this focus. The City's initial development efforts in Rockaway Beach should reflect this focus. The City's initial development efforts in Rockaway Beach should also concentrate on this corridor to maximize its commercial development with an integrated plan. Provision of a public plaza area on, or close to, Rockaway Beach Avenue would add to the character of the area, as would prohibition of additional private parking lots directly adjacent to the street.

New projects and plans should emphasize provision of pedestrian amenities. Businesses can be oriented for pedestrian use by providing arcades or outdoor seating areas. Circulation and parking improvements are needed to facilitate visitor use and to take best advantage of the proximity of the beach and ocean. The local road and pedestrian systems should be designed to encourage foot traffic and to eventually tie into the quarry property.

Construction of shared parking facilities will also encourage a pedestrian orientation and is vital to integrated development of the neighborhood. The alternative, scattered parking for each business on individual sites, would divide the neighborhood, limit commercial potential, and unnecessarily add paved areas.

The City-owned property on Old County Road, north of Rockaway Beach Avenue, could be used for an area parking facility to serve new projects. The number of parking spaces needed will depend on the eventual intensity of development. A parking structure may be needed to provide adequate parking. Since the City owns land in the area, costs may be lower than other locations. The area south of Romano's Restaurant, between Old County Road and Maitland, could also be used for an area parking facility as well as other potential areas. Parking improvement costs could be funded through an assessment district and through additional contributions from newly approved development projects which would not be required to meet on-site parking requirements.

Other public improvements are also needed in Rockaway Beach to serve existing and future businesses. Street improvements may include provision of pedestrian amenities on Rockaway Beach Avenue and improving and widening of Old County Road to provide landscaping and parking. Consideration should be given to the future vacation of Dondee Way or the northern section of Maitland Road to add to developable area for commercial businesses and to add a plaza area. General street improvements are needed in the entire neighborhood. Additional public improvements which are needed include water, sewer, storm drainage improvements and undergrounding of utilities.

Proposed improvements in Rockaway Beach will facilitate visitor use of the coastal neighborhood. The southern cove and beach should be planned for visitor use and should be integrated into the development of the area. Public access should be promoted and limited beach parking may be appropriate, provided that development would not adversely affect the sensitive site. The number of spaces which can be provided on the site will depend on its design and environmental conditions. If beach parking can be provided elsewhere, the cove site could provide open space for the neighborhood entirely for beach and park use.

A unifying design, theme, and improved appearance are needed to successfully promote and develop Rockaway Beach. Existing businesses should be encouraged to rehabilitate and upgrade their buildings. The City should investigate funding sources for rehabilitation assistance. The Specific Plan process should be used to determine design standards to be used. View corridor standards contained within the "Plan Conclusion" section of the LUP should be incorporated in the Specific Plan. The Specific Plan, zoning, and a City design review process can then be used to implement the approved concept.

South of Rockaway Beach and below the ridge of the Headlands is designated for visitor-serving commercial uses and recreational use. Development of this highly visible site should be consistent with the geotechnical, visual and access policies of the plan. These proposals are consistent with the following policies of the Coastal Act: 30210 (Maximize Public Access), 30211 (Public Access), 30212.5 (Distribute Parking), 30222 (Priority of Coastal Development), 30252 (Parking), and 30255 (Coastal Dependent Development).

Coastal Access (NOTE: Minor changes to this section were approved by the City in 1988, however, have not yet been submitted to the Coastal Commission for approval).

There are five beach accesses along the ± 7,320 feet of shoreline in this coastal neighborhood. It is proposed that three be developed. Because of the erosion problems and hazards associated with reaching it, no proposal is made to develop access to the pocket beach on Mori Point. For public safety, use of this area should not be encouraged. There should be no signs or other indications of its presence. In addition, since beach access required crossing the primary habitat of the San Francisco garter snake, access at the north end of Mori Point should not be developed.

Of the three remaining access points, the west end of Rockaway Beach Avenue is the only one improved. Parking for 20 to 40 cars is available on an undeveloped City street right-of-way adjacent to the seawall. Two additional accesses are proposed for Rockaway Beach, one at Calera Creek and one south of existing development. The Calera Creek access will be developed if a marina is determined not to be feasible at the quarry site. Suitable parking for beach access will be provided. The amount of parking will be determined when development occurs. Access to the south end of the beach and adequate beach parking should be specified in the Specific Plan for Rockaway Beach.

Trail access is provided this neighborhood by the County's inter-City bicycle trail and the City's north-south pedestrian-bicycle pathway system, both of which parallel Highway 1. The City's north-south pathway should be taken off Highway 1 and placed on the frontage road proposed for the west side of Highway 1 after the frontage road is developed.

Highway access to this neighborhood is from the Coast Highway. Operational and safety, but not capacity-increasing, improvements are proposed. In this area, the highway is now at capacity during commuter peak-use hours. This congestion hampers emergency access. To resolve these important community issues, a local service road on the west side of Highway 1 is proposed to connect Francisco-Bradford Way to Old County Road and Rockaway Beach Avenue. This roadway would improve commercial access by providing an alternative access to and from Sharp Park Road in this congested area. Because the proposed frontage road would be a part of several separate developments, the City should draw up a Specific Plan which establishes criteria and uniform standards for the roadway. Among these criteria should be standards: two-lane width; no development between the frontage road and Highway 1 to the east; adequate landscaping; provision for a bicycle path or trail; and proper design to provide for public safety and emergency vehicle use if necessary. Included in CalTrans planning should be removal of the stockpiled dirt placed along the highway by CalTrans during the previous roadway construction. This dirt obstructs views of the coast from Highway 1.

Care should be taken in widening the highway along the Rockaway Beach frontage to ensure that nonconforming lots and substandard uses are not left. CalTrans should purchase entire parcels to establish right-of-way and provide improved sight lines and parking on portions of the frontage lots to enhance safety and operation of the roadway. Landscaping along the highway should be negotiated between CalTrans and the City as the highway improvements are planned and designed. The proposed highway improvements should also increase the safety of the existing intersections along Highway 1, including access to the quarry and Rockaway Beach Avenue.

Several alternatives have been proposed for roadway access to the inland ridgeline area. One option would include a local roadway on an overpass of Highway 1 at the Mori Point cut. This roadway would curve at acceptable grade down to the proposed frontage road. This alternative and other possibilities need more study. Should the overpass option be pursued, it is important to the future development of the quarry site that the roadway be developed so that it reduces traffic conflicts and facilitates visitor and resident use of the quarry commercial area.

THE HEADLANDS - SAN PEDRO BEACH

This neighborhood extends from the north slopes of the Headlands to the north bank of San Pedro Creek. San Pedro Beach, the oceanfront of the neighborhood, is the best swimming and picnicking beach in Pacifica. The rocky promontory of the Headlands dominates the north end of the beach and is visible throughout the coastal area. The Headlands is in private ownership and undeveloped. Its most frequent use is by persons hiking to the top for the coastal views and by those tide-pooling and rock fishing along its rocky shore. Past improvements to Highway 1 have limited direct automobile access to this area.

The State Department of Parks and Recreation intends to purchase a portion of the beach between the north bank of San Pedro Creek and the lower slopes of the Headlands. Except for the rest area and a few public easements, the entire beach is in private ownership. Some highway and visitor-oriented commercial and residential development has occurred, but much vacant area remains and the public continues to use the area. A marshy area located at the north end of the beach has potential of being a sensitive habitat. Highway 1, developed as a four-lane arterial, serves as the roadway access to the beach. Because of the heavy use, unregulated access on Highway 1 creates a problem.

The primary issues of concern in this neighborhood are:

1. Ownership and development of beach and beach frontage;

2. Adequate parking and appropriate public facilities, as well as maintenance of facilities and the beach;

3. Highway access, including future design changes required by its role as a regional recreation access, and the impact of local coastal planning south of Pacifica; and

4. Protection of the sensitive marsh habitat at the north end of San Pedro Beach.

The Headlands

This highly visible rocky promontory is covered with coastal vegetation. This vegetation is sensitive to human trampling which results in erosion and scarring. Because of difficult access to the shoreline from San Pedro Beach, abuse of the inter-tidal habitat is not expected and should not require regulating measures. The eastern portion of the Headlands is owned by CalTrans, the remainder is privately owned. In the past, public

acquisition of this area was considered but not implemented because of a shortage of funds.

Because of its value as a vista point, importance to coastal views, value as a recreation area and susceptibility to erosion, this area is designated a Special Area and is a high priority for public acquisition. This acquisition should be actively pursued. Public management would require trails to a vista point to regulate hiking and minimize trampling of the vegetative cover. Because of its assets and to protect the coastal views and viewsheds, the Headlands is particularly suited for acquisition by the Coastal Conservancy.

In the absence of public acquisition, visitor-serving commercial use could accomplish this protection if it were low intensity, such as a small inn or restaurant, built into the hillside and designed and developed with a sensitivity to geologic, habitat, scenic, and safety needs of the site. To protect the view of the area from the public roadway, development should be low profile and below the prominent ridgeline. A vista area should be provided as part of the development and designed to keep the users from wandering on the remainder of the area.

Access would have to be provided in coordination with CalTrans and adjacent private property owners. Since it would be less obtrusive, less steep and could provide needed public access to the north end of San Pedro Beach, access from the south side of the Headlands would be preferred.

Specific criteria for this access should be established in an environmental study prior to development. However, grading for the roadway should be restricted in amount and location to those areas necessary for a right-of-way which meets and does not exceed safe emergency and passenger vehicle access requirements. The access road should be located and designed to avoid construction of additional protective devices during its useful life, taking into account the geology of the roadbed itself and adjacent unimproved areas. The roadway should incorporate measures which respect adjacent secondary and primary habitat areas, including but not limited to: channeling surface drainage away from such areas to either existing improved drainage facilities or facilities required as part of any attendant proposed development; catch basins to trap pollutant and sediment runoff as part of such facilities; provision for an adequate vegetation buffer between the roadway and any identified habitat area and reclamation of adjacent areas disturbed prior to or during roadway construction in a manner which enhances the habitat value of such areas. The roadway should include safe pedestrian trail facilities connecting with access to the vista point and be sited and designed to respect coastal views by avoiding excessive vertical cuts or padding for roadbed construction. The roadway should be located near or below existing grade and be adequately landscaped to meet the intent of these provisions.

Given the above criteria for use, proposals for the Headlands meet the following Coastal Act policies: 30210 (Maximum Public Access), 30211 (Public Access), 30212 (New Development Shall Provide Public Access), 30220 (Reserve Coastal Areas), 30222 (Priority of Coastal Development), 30231 (Habitats to Control Runoff), 30240 (Sensitive Habitats), 30251 (Scenic Resources), 30253 (Geologic Stability), and 30255 (Coastal Dependent Development).

San Pedro Beach

Between the lesser slopes of the Headlands and the north bank of San Pedro Creek lies the major portion of San Pedro Beach. This is the widest beach in Pacifica and is the one most heavily used by swimmers, surfers and picnickers. San Pedro Beach is one of the few areas in the City where Coastal Foredune vegetation remains. At the north end of the beach, behind the old Oceanshore Railroad berm, a marsh area has developed. The freshwater is supplied from drainage on the east side of Highway 1. This marsh is important because of its potential as a San Francisco garter snake habitat.

Except for the rest area and a few public easements, all of San Pedro Beach is in private ownership. Ownership at the north end is generally large parcels; those in the center and south end are small, generally less than one acre. This ownership pattern is important to the future use of the beach. In the 1969 Pacifica General Plan and even before, residents of Pacifica have expressed the desire for, and have actively worked toward public acquisition in this area. Subsequently, this beach was designated an "Area of Interest" by the California Department of Parks and Recreation. This designation was followed by a property appraisal to determine which properties, if any, within the area of interest will be purchased. Public use is clearly preferred for San Pedro Beach; however, it is also clear that, although the City will continue to seek funds for acquisition of the entire area, adequate funds are not available.

Because of easy access, high visibility, minimal existing development, and the need cited in the Coastal Act to give priority to coastally dependent developments (30254), specifically visitor-serving commercial recreational facilities (30222), the proposed land use for the private portions of San Pedro Beach is commercial. These commercial uses should include the following activities to enhance coastal recreation opportunities: snack bars, restaurants, beach and recreation equipment rentals, and on the larger sheltered sites, inns, restaurants, or other more formal visitor services. All of the commercial development should be low scale, well designed and located to provide and protect views to the shore. Prominent, highly visible, and inviting public access to the beach should be designed into each individual site which is developed. No development should be permitted in this area without adequate environmental flood and geotechnical investigation and mitigation of adverse impacts. Development of private property should not include development of the sandy beach itself. Private owners should, however, retain ownership and maintain their property. Moreover, there should be no obstruction of the movement of beach users along the full length of the beach, including access from San Pedro Beach to the shoreline of the Headlands.

Another important aspect of development on San Pedro Beach is access to Highway 1. Future private uses should be designed to focus their access, for example, by linking parking lots and sharing a common, well designed and visible access to the highway. Wherever possible, highway access should be encouraged to use the existing intersections of Crespi and Linda Mar. Future commercial uses along the beach also should be required to provide adequate parking for their use.

On the north end of the beach, private development should provide replacement for the 20 informal spaces now used in the area. Weekday

parking will be supplemented on peak use days (weekends and holidays) by commuter-beach lots proposed on the east side of Highway 1 at Crespi and Linda Mar. Any private development on the north end of the beach should also be required to complete a detailed biological and geotechnical study by recognized experts to determine its importance as a habitat area and the impact of proposed development on the marsh area. Mitigations for future development should also be presented. If the area is in public ownership, any proposals which would affect the marsh area or promote public intrusion into the marsh must be studied by experts.

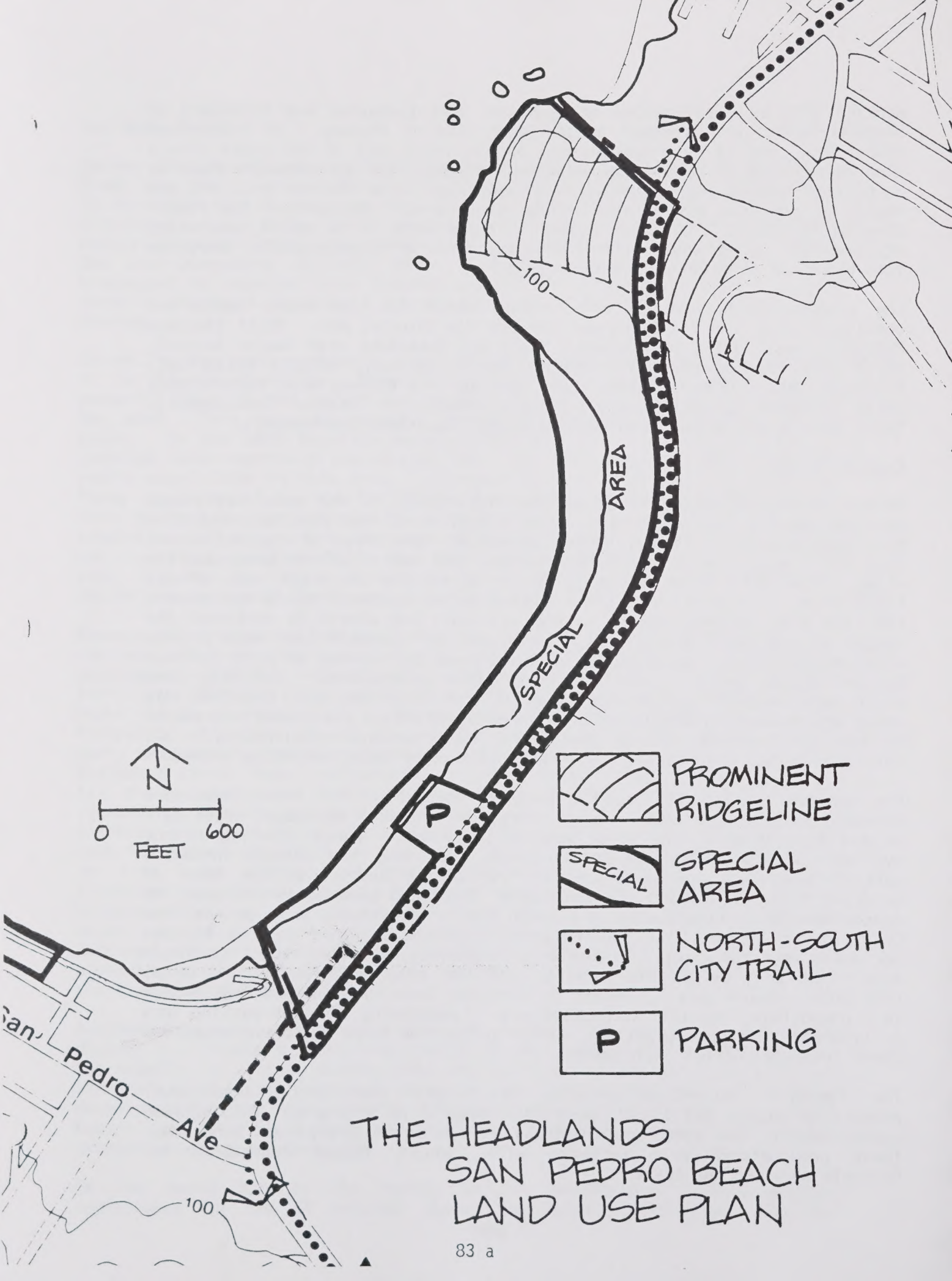
The proposed uses and criteria stated above for San Pedro Beach are consistent with the following policies of the Coastal Act: 30212 (Maximum Public Access), 30211 (Development Shall Not Interfere with Public Access), 30212 (New Development Shall Provide Public Access), 30212.5 (Distribute Parking), 30213 (Provide Lower Cost Visitor and Recreational Facilities), 30221 (Reserve Coastal Areas), 30222 (Priority of Coastal Development), 30251 (Scenic Resources), and 30255 (Coastal Dependent Development).

Coastal Access

Uninterrupted public access across San Pedro Beach to the ocean has always been available. Access to the rocky shoreline of the Headlands has also been unobstructed. In the Access Component, two areas of focused access have been shown, one at the rest area near the center of the beach and the other, from Pedro Point Shopping Center across to the south bank of San Pedro Creek. Designation of these signed public accesses should not obscure the fact that informal access is now available and should be continued the length of the beach frontage. If necessary for compatibility with private development, access may need to be formalized by signing at other points. In the public areas, access should continue unregulated. The only area which might require access regulation is the marsh habitat. Detailed site study and monitoring should be undertaken to determine the possible presence of the San Francisco garter snake and other wetland requirements. All developed formal beach access, whether public or private, should be signed.

One hundred twenty (120) public parking spaces for San Pedro Beach are provided at the rest area. Beach users, on in-season weekdays, often park on the Fore Dune at the north end of the beach. Public parking is not available at the north end of the beach. To meet the average in-season parking need, 140 parking spaces are required. Because of the level of existing informal use and the absence of developed parking in the area, 20 spaces should be provided at the north end of the beach, with access from Crespi intersection. The parking area should be designed so that it does not drain into the marsh. If the area is publicly acquired, the City should seek funds to provide this parking. If the area is privately developed, this public beach parking should be designed into the proposed development in a compatible, visually attractive way. Landscaping of beach parking lots is critical. Natural plantings should soften the edges of these areas and blend into the coastal environment.

The County's inter-City bicycle trail and the City's north-south pedestrian-bicycle trail both parallel Highway 1 in this area. City pathway connections to the north-south pathway will occur at Crespi and Linda Mar. These pedestrian-bicycle pathways will connect inland recreation and historic areas to the coast.



THE HEADLANDS SAN PEDRO BEACH LAND USE PLAN

Highway 1 provides the regional and local vehicular access to this neighborhood and its beach activities. In this area, Highway 1 is a four-lane arterial which approaches capacity during peak hours of the weekday commute. The beach use season in Pacifica is split (spring and fall) and beach activity peaks on in-season weekends and holidays. As a result, the capacity problems of the highway on weekday hours rarely, if ever, affect the coastal visitors. Planning is underway for safety and operational improvements to this section of Highway 1. These changes would include intersection improvement and improving the safe flow of traffic. Construction is not intended to increase capacity. Planned improvements would handle traffic expected on this stretch of road to 1990. After 1990, the needs of the highway, including its capacity, will be re-evaluated at the regional level. One factor not included in previous planning for Highway 1 is the State Department of Parks and Recreation's policy to focus San Mateo County developed coastside recreation activity in the area north of Half Moon Bay. Implementation of adjacent coastal plans may require the City to request regional re-evaluation of the needs of this vital stretch of Highway 1 before 1990.

The capacity of the four-lane section of Highway 1 in Pacifica affects the volume of traffic on the highway to the south. Future decisions relating to the proposed Devil Slide bypass will also affect the highway. Construction of the bypass, probably a decade or more in the future, will require realignment of Highway 1 from Linda Mar Boulevard south. This realignment should be designed to protect the beach side of the roadway as much as possible. Nonconforming, substandard lots should not be created in this realignment. CalTrans should purchase the entire property and dedicate the unused portions for public beach use.

San Pedro Avenue is proposed to cross San Pedro Creek to connect to the west side of Linda Mar in order to provide safe access to Highway 1 from San Pedro Point. Careful biological and geotechnical studies should precede construction of the portion of the roadway across San Pedro Creek. Care should be taken to protect the mouth of the creek from erosion, run-off, or other impacts which would affect the resident fish population.

PEDRO POINT - SHELTER COVE

West of Highway 1 and south of San Pedro Beach, Pedro Point-Shelter Cove is the southernmost coastal neighborhood in Pacifica. Access to this neighborhood is from Highway 1 via San Pedro Avenue. The narrow coastal beach rising to the prominent east-west ridgeline and forested quality of this area provide an attractive setting for the low to high income homes perched on the less steep portions of the hillside. Neighborhood shopping and auto sales occupy the level land adjacent to the highway. This commercial area, like others in Pacifica, has little landscaping to relieve the low blocks of buildings and expanse of asphalt. Although located very near the shoreline, neither the buildings nor the uses orient to their coastal setting.

Access to the shoreline is limited in this neighborhood. Those wishing access to the south end of San Pedro Beach's swimming, picnicking and surfing opportunities must cross the old Oceanshore Railroad berm or walk through the shopping center. West of San Pedro Beach, access to the shoreline is more difficult because of the vertical cliffs and narrow beach

below. A poorly maintained, narrow private road provides the only access to the Shelter Cove beach opposite San Pedro Point. Use of this beach is further limited because of the houses located there. Although privately owned and difficult to reach, Shelter Cove is a popular diving area and provides the only access to the tidepools and rocks.

There are several coastal planning issues to be dealt with in the preparation of a land use plan for this neighborhood:

1. Protection of the attractive appearance and mixed value housing opportunities of the residential area;

2. Analysis of the geotechnical problems associated with the landform;

3. The problems of orientation and appearance of the commercial areas;

4. Protection of coastal marine resources; and

5. Access to and from the neighborhood via Highway 1.

Approximately 45 percent (±50 acres) of the land area in this hillside neighborhood is committed to single-family residential use. Within this area, there are some vacant lots available for compatible in-fill. Criteria for in-filling the existing residential area should include:

1. Design and scale compatible with the surrounding;

2. Protection of the economic mix of housing opportunities;

3. Assurance of geologic stability; and

4. Minimal tree removal and replacement plantings as needed.

A largely undeveloped area totalling ±42 acres lies to the east of the existing residential development in the Pedro Point-Shelter Cove neighborhood. Although bounded by urban development on the west and north, this very steep land (mostly in excess of 35 percent slope) has not been developed. Roads and other public services have not been extended into this heavily wooded area. Geologic constraints include a moderate potential for landsliding. Two existing slide areas have been located on the eastern section of the land. A highly visible parcel, designated Prominent Ridgeline, caps the upper reaches of this land.

A land use designation of Open Space Residential has been assigned to this steep area. This designation would allow single-family residences to be constructed on slopes of less than 35 percent, where geotechnical studies indicate building is safe and access satisfying emergency service requirements is available. Because of the steepness of the terrain, a very low density is anticipated. Construction would not be allowed on the designated portion of the Prominent Ridgeline within the City unless no other portion of a site, including part of the ridgeline, was buildable. The City must also be assured that emergency equipment can reach the proposed ridgeline site. Efforts should be made to coordinate planning with the County to assure that development will not take place on the remainder of the ridge which is in their jurisdiction.

In addition to slope and other geotechnical considerations, development in this area should be carefully designed to minimize impacts on views of the forested hill from Highway 1 and other public viewing points in Pacifica. In keeping with the wooded character of the slope, tree removal to accommodate construction should be minimal and replacement plantings required.

The designation of this portion of the neighborhood for Open Space Residential use is consistent with the following policies of the Coastal Act: 30263 (Geologic Stability) and 30251 (Scenic Resources).

Existing commercial uses adjacent to Highway 1 total about 6 percent of the land use in the neighborhood. Behind the shopping center and bounded by San Pedro and Danmann Avenues and the old railroad berm is a large, flat vacant parcel (±10 acres). Realignment of San Pedro Avenue and improvements to the San Pedro-Highway 1 intersection are proposed. These improvements would facilitate access while improving traffic safety and circulation for the commercial area and the neighborhood as a whole.

The designated land use for this area is commercial with emphasis on coastal related and/or visitor-serving uses. By combining all of the parcels in the area between Danmann and San Pedro Avenue, Highway 1 and the railroad berm and developing them as an integrated project along a realigned San Pedro Avenue, this small, oceanside commercial center could be rejuvenated and expanded to become an attractive visitor destination, as well as provide for neighborhood retail needs. Building on the design character of some of the older homes along Danmann and San Pedro which have been converted to shops, adding a cultural center for performing arts and an attractive motel could, if carefully designed, enhance the appearance of this area and provide visitor services near the shoreline. After appropriate study of the protective character of the railroad berm, this area might be linked directly to the beach by removing a portion of the berm; however, alternatives to berm removal for access are preferred. An Environmental Impact Report should be required for removal of the berm.

Small scale, rustic design and ample landscaping throughout the commercial development would complement the existing attractive design elements in the Pedro Point area. Adequate public access through the development to the shoreline and a general orientation to coastal related/visitor-serving uses within the project would be appropriate in this location. Given these criteria, commercial use of this portion of the neighborhood is consistent with the following policies of the Coastal Act: 30212 (Provision of Public Access in New Developments), 30222 (Priority of Recreational/Visitor-Serving Uses), 30250 (Concentration of Development), 30251 (Scenic Resources) and 30253 (Special Neighborhoods).

The remains of the old Oceanshore Railroad berm lies seaward of the area proposed for commercial development. Between Tobin Station and San Pedro Creek on the ocean side of the berm are some single-family houses and a private boat ramp. If public acquisition of this beach area is not possible, the following use is recommended: low intensity, small scale visitor-serving uses related to the fishing facilities and character of the existing residential enclave. New development must be consistent with Local Coastal Land Use Plan policies regarding access, hazards, scenic resources and marine resources. Although the private launching facility is the only one in Pacifica, it cannot be substantially enlarged. The California Department of Boating indicates that larger scale launching facilities would

not be feasible in this location because of the extensive off-shore structures that would be needed. However, the commercial fishing existing in the area should be consistent with Plan policies as long as it is feasible and safe. New development between the berm and the sea should provide unrestricted public access and permanent housing within the neighborhood for low/moderate income housing units existing on the site at the time of development.

Tobin Station, currently used as a private residence, is located at the southwest end of the beach area described above. It is one of the few remaining stations of the short lived Oceanshore Railroad and is an important local historic landmark. Sited on the bluff with a sweeping view of San Pedro Beach and the Headlands and the main coast, Tobin Station should be protected as a historic landmark. The building could become a coastal overlook point and a small local railroad museum if acquired by a public agency.

The area from Tobin Station atop the Oceanshore Railroad berm, west to Shelter Cove and south along the cove to the City boundary, is in a single private ownership. The parcel extends landward up to the top of the bluff above the cove and totals ± 17 acres. Only the northerly portion of the parcel is visible from San Pedro Beach and Highway 1. The sandy cove, existing homes, and the west-facing bluff are obscured from all land views by the topography of the point. Access to the 24 residential units on the beach is via a narrow, poorly maintained road that skirts the steep bluffs west of Tobin Station. The beach at the base of these bluffs is narrow and stony. Like the sandy beach at the cove it, too, is frequented by divers who scramble down the bluff.

Geotechnical constraints include steep slopes, eroding bluffs, weak bedrock formations and occasional rock falls. In addition, the existing structures on and near the sandy beach are threatened by wave damage during stormy periods.

Public acquisition in this portion of Pacifica is directed towards the purchase of San Pedro Beach and the Headlands. It is unlikely that the less accessible, generally less usable, Shelter Cove parcel can also be acquired. A Special Area designation, including a low density residential use in concert with visitor oriented commercial uses and increased public access and recreational use of the area, generally from Tobin Station west and south to the City boundary, would be consistent with the requirements of the California Coastal Act if the criteria below were met.

Included among these criteria are protection of the existing marine resources from over use, protection of the special character of the neighborhood, and protection of the varied recreational opportunities now present in the cove. Because of the unique low and moderate income housing need now being met in the Shelter Cove area, any future development predicated on removal of the existing units, will be required to retain or provide replacement housing to meet low and moderate income needs existing at the time of development. Future new development should be limited to the now developable area available on the bench above the cove. The remainder of the site over 35 percent slope, geotechnically unsafe or at sea level should be limited to open space or other non-structural use. Development on the bench would be out of the coastal viewshed from San Pedro Beach and Highway 1. The development would be visible from the sandy beach below, but setback, differences in elevation, sensitive design and landscaping could

largely mitigate this impact. Extensive geotechnical studies would also be necessary to identify the developable area and to assure the safety of any structures built on the bench. Special attention to site drainage is required to mitigate any adverse impacts on marine life and to avoid erosion.

New low density residential use built in Shelter Cove should allow for providing public coastal access consistent with the special recommendations in the Access Component. Visitor-serving commercial uses would be appropriate on the site, but should be limited to those which do not require permanent improvements, use of existing structures already designed to provide visitor oriented commercial services and/or short-term rental cottages which would not alter the residential character of the area. The provision of ± 25 parking spaces adjacent to the water tank above the cove for public beach parking should also be a development requirement. The level of public use anticipated as a result of the designated land use, the public dedications and the available parking should guarantee that public use would not be so intensive as to adversely affect the ecology of the tidal area.

In the future, new development should be located on the bench above the cove and should not obstruct public access to the beach. However, public parking for beach users and improved beach access must be provided. While phasing of development of this area may be preferred, the initial step should be preparation of the entire site plan. The first phase of development should include the uses of highest coastal priority: public beach parking and improved beach access.

If the criteria outlined above are followed, development of housing on a portion of this parcel would be consistent with the following Coastal Act policies: 30211 (Public Access), 30212 (Provisions for Public Access in New Developments), 30210 (Maximum Access), 30230 (Marine Resources), 30250 (Concentration of Development), 30251 (Scenic Resources), 30253 (Geologic Stability).

Coastal Access

Four beach access points exist in this coastal neighborhood. All are currently unimproved, but are established by frequent use. The most northerly of these accesses is located on the north side of the existing Pedro Point Shopping Center. This access is a trail along the low bank of San Pedro Creek, most of which is in the Headlands-San Pedro Beach neighborhood to the north. This access trail leads through residentially developed frontage on the beach and should be clearly signed. Signing should occur both at the actual access and at the edge of Highway 1 for those using the beach parking on Linda Mar Boulevard.

The second informal beach access is west of the first; a dirt access road used by the residents on the north side of the berm. The developed access to this area should be part of the proposed adjacent commercial development which may include removing part of the unused railroad berm and providing visual and physical access to the beach. Alternatives to berm removal are preferred.

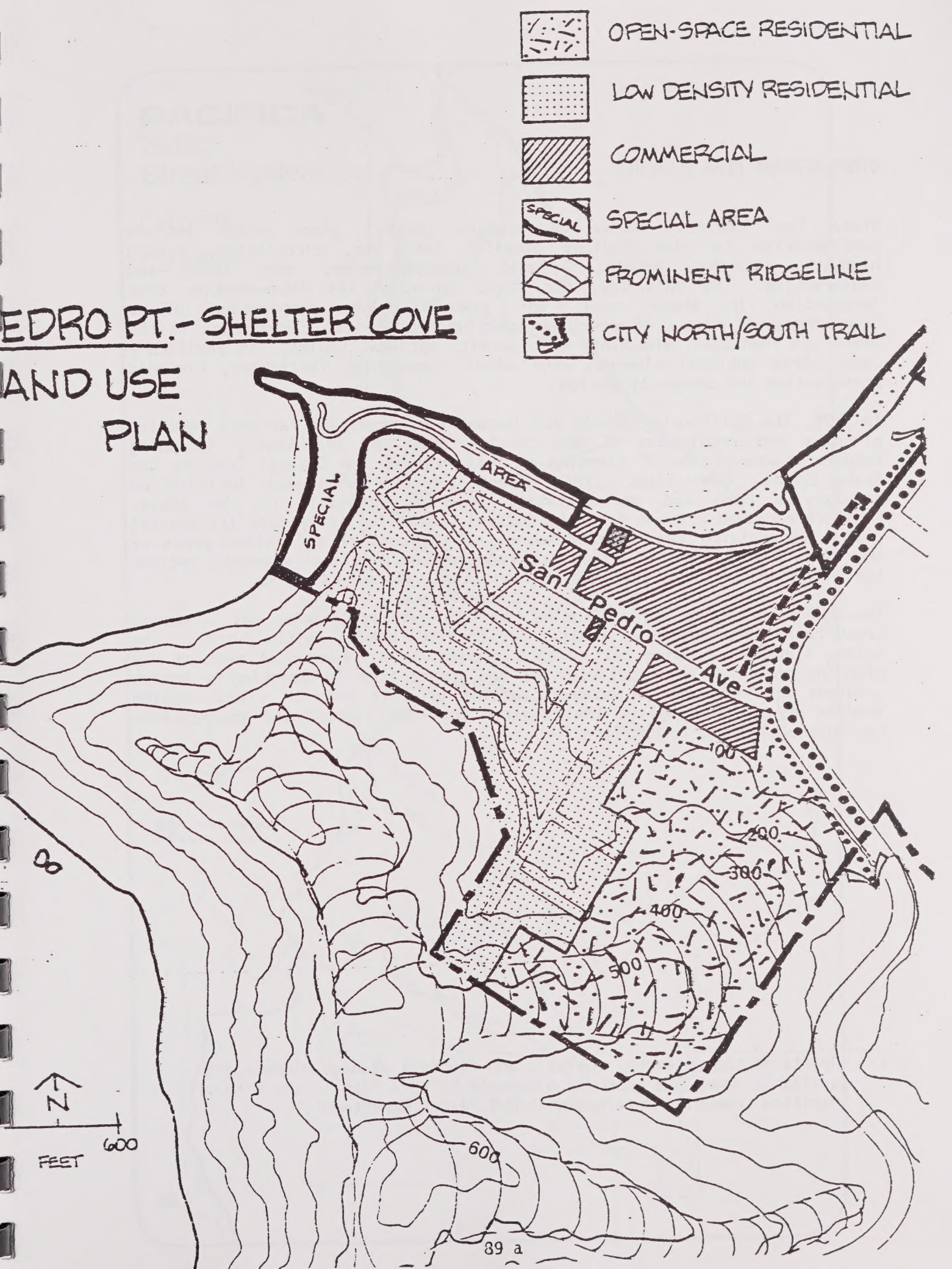
The third access is down the steep bluffs to the cobble beach on the north side of Shelter Cove. Because of public safety problems, particularly landsliding and rock falls, the existing informal access should be allowed to continue, but should not be promoted. The fourth access, Shelter Cove,

the sandy pocket beach and the only access to the rocks called Point San Pedro (actually located in unincorporated County), should be retained in private ownership, but set aside for public use. As a part of development proposed for the area, the access road should be improved. Public beach parking should be provided. Because of the isolated location, small area, and confined nature of the beach, public use should be available but not promoted. Should the State wish to operate and manage this area in the future, the area should be actively promoted for diving.

The Pedro Point-Shelter Cove area is served by the County inter-City bicycle trail system and the City's north-south pedestrian-bicycle pathway. Both routes parallel Highway 1. An extension from the City pathway is proposed from Highway 1 west to the vista point/museum proposed at Tobin Station. The route would follow San Pedro Avenue to Danmann; and west on Danmann. The County's trail will eventually continue south along the Devil Slide bypass and along the coast to the coastal communities and beaches to the south.

Highway 1 provides regional access to Pedro Point and indirectly Shelter Cove. The highway is four lanes at San Pedro Avenue. CalTrans' proposed safety and operational improvements include improvements to the San Pedro Avenue-Highway 1 intersection. Just past San Pedro Avenue at the City line the highway becomes two lanes as it crosses Devil Slide south of the City. Because of continual movement on Devil Slide, CalTrans plans on eventually relocating the roadway. The proposed bypass would result in realigning Highway 1 south from the Linda Mar intersection in Pacifica. When the bypass is built, a decade or more in the future, the San Pedro Avenue intersection with Highway 1 will be realigned again. Proposed vitalization of the commercial area suggests that rather than continue San Pedro Avenue on its existing alignment, it should be relocated to connect to Linda Mar Boulevard on the west side of Highway 1. CalTrans agrees that this would be preferable to a second realignment, but feels the actual relocation would be a private or City expense.

Traffic movement within the residential portion of the neighborhood is adequate. Special street standards exist here which protect the rustic character of the area and should be continued. Local access to Shelter Cove off Danmann is adequate for the existing level of use, but should any new development occur at the cove, safe and more dependable access should be built and maintained. The minimum standard for both Pedro Point and Shelter Cove should be adequate emergency vehicle access, fire, police, and paramedic services.


OPEN-SPACE RESIDENTIAL
LOW DENSITY RESIDENTIAL
COMMERCIAL
SPECIAL AREA
PROMINENT RIDGELINE
CITY NORTH/SOUTH TRAIL
EDRO PT.- SHELTER COVE
AND USE
PLAN
SPECIAL
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FEET

OTHER GENERAL PLAN ELEMENTS

State law requires cities to prepare general plans which include consideration in nine topical areas: land use, circulation, scenic highways, housing, safety, seismic safety, noise, open space and conservation. By this law, the State expressed its determination that information in these areas was essential for preparation of a "comprehensive" plan. However, recognizing that no two communities in the State are identical, the State also permits optional topics. In Pacifica's case, three optional elements were added: community facilities, historic preservation and community design.

In 1976, the California Coastal Act became law, providing for more detailed planning and regulation of the coastal areas of the State, including temporary supervision of planning activity within the Coastal Zone by the State Coastal Commission. This supervision ends when each jurisdiction develops a plan and implementation program acceptable to the State. Pacifica received a grant from the Coastal Commission to prepare its coastal plan. Recognizing the interdependence of the coastal and inland areas of the City, the General Plan and its required and optional elements include the Policy and Land Use findings of the coastal planning program.

The objective of the State Planning Law in requiring elements was to ensure broad based information as a basis for decision making in the future. The policy statement growing out of each element is a fundamental part of the planning process. These policies and the appropriate implementing or action programs are combined in another section of this report. This section focuses on the findings of the research[1] for each element and implications for future planning in Pacifica.

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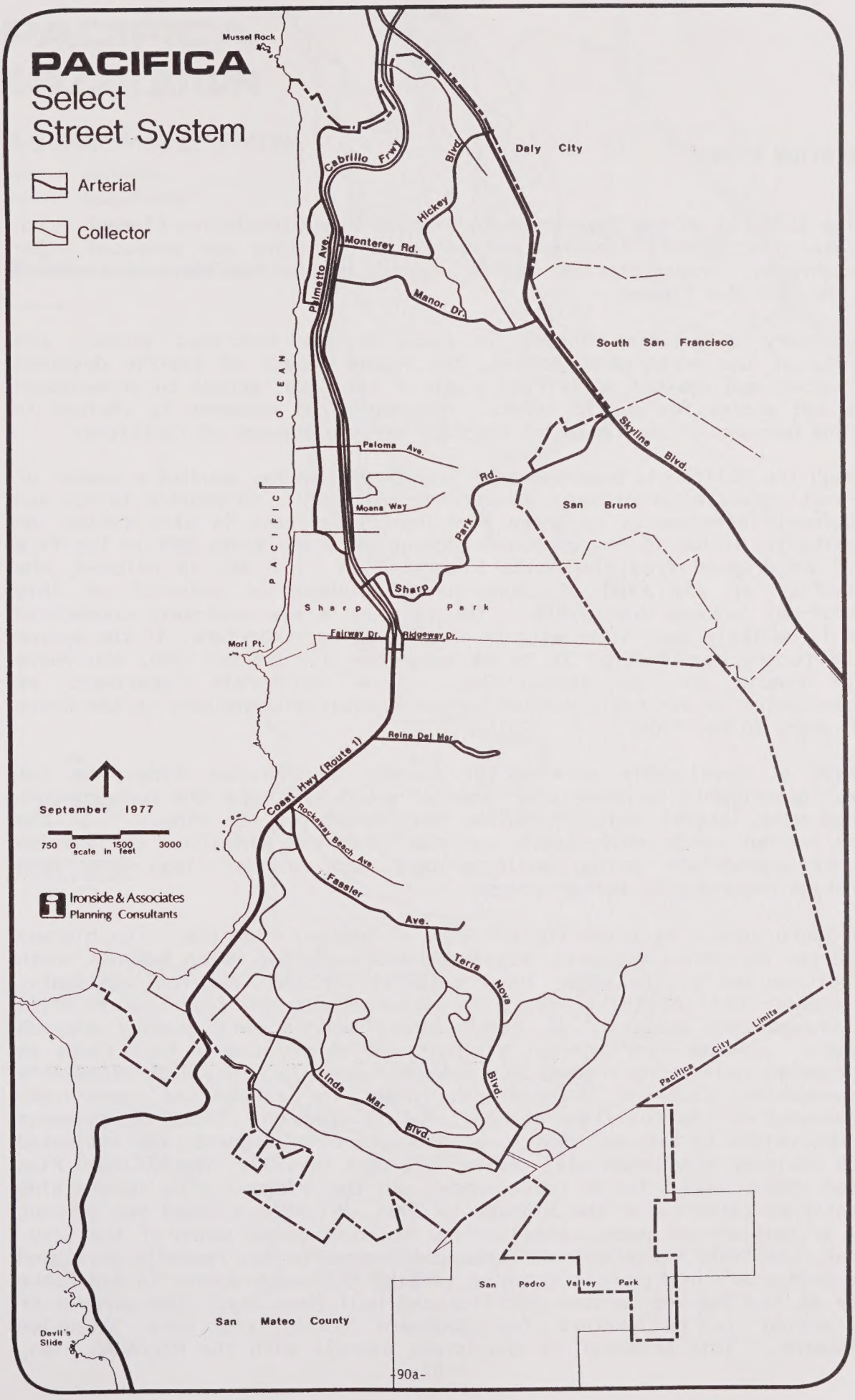
1 Drafts of the research, analysis and findings of each element are available among the approved documents of this Plan in the City of Pacifica Community Development and Services Department.


PACIFICA
Select
Street System
Arterial
Collector
Mussel Rock
Cabrillo Frwy
Hickey Blvd.
Daly City
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Monterey Rd.
Manor Dr.
South San Francisco
OCEAN
PACIFIC
Paloma Ave.
Moana Way
Park Rd.
Skyline Blvd.
San Bruno
Sharp Park
Sharp Park
Fairway Dr.
Ridgeway Dr.
Mori Pt.
Reina Del Mar
Coast Hwy (Route 1)
Rockaway Beach Ave.
Fassler Ave.
Terra Nova Blvd.
Linda Mar Blvd.
Pacifica City Limits
San Pedro Valley Park
San Mateo County
Devil's Slide
September 1977
750 0 1500 3000
scale in feet
Ironside & Associates
Planning Consultants

CIRCULATION ELEMENT

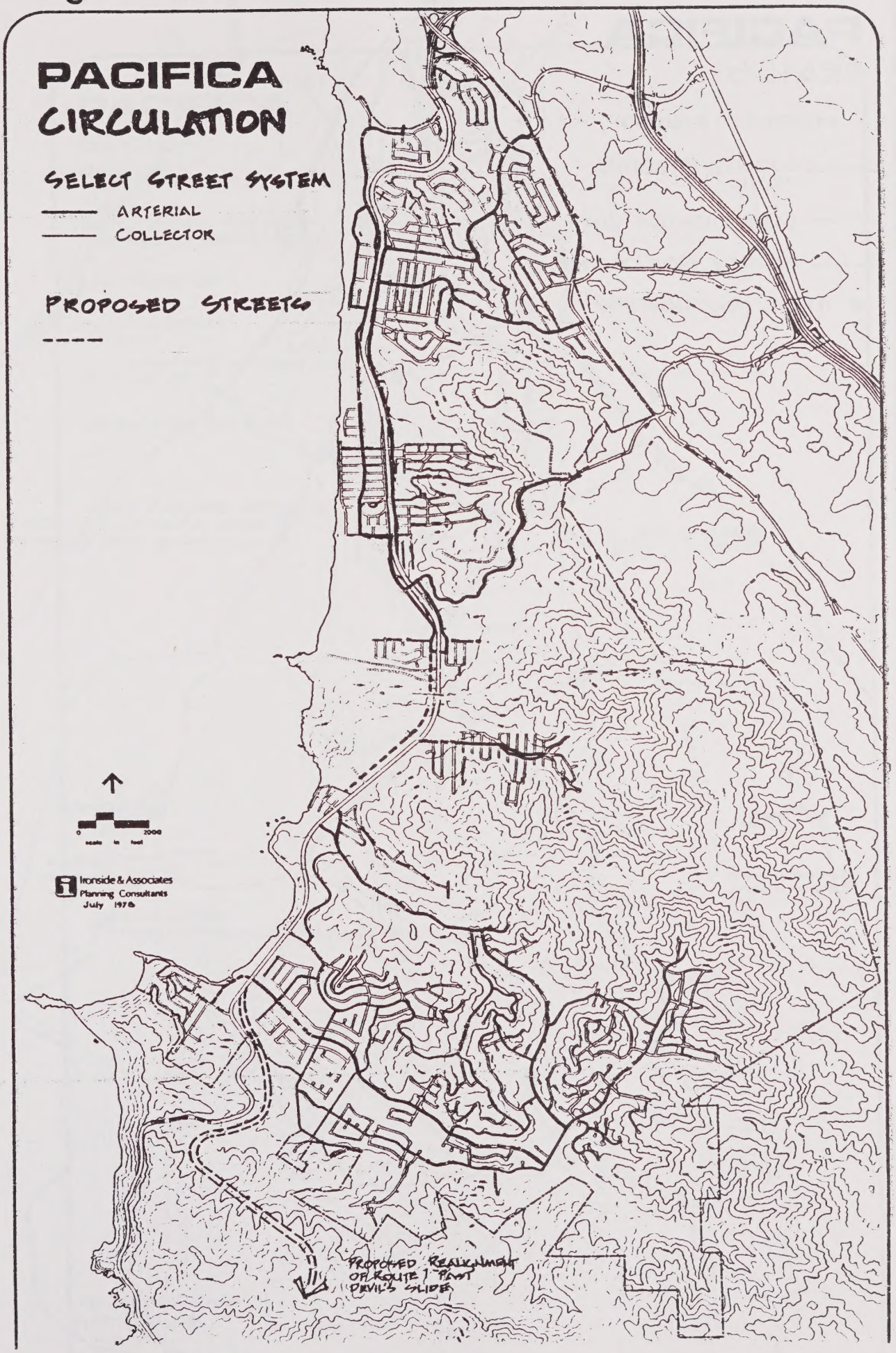
Section 65302(b) of the Government Code requires a Circulation Element which indicates the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals and facilities correlated with the Land Use Element.

The primary circulation issues in Pacifica are east-west access, the capacity of the north-south access, the future impact of traffic destined for beaches and coastal activities south of the City, access to undeveloped areas and access for public safety. Non-motorized movement is limited in Pacifica because of the layout of the City and the absence of facilities.

Although the California Department of Transportation has studied a number of east-west access alternatives, the current proposal is to provide safety and operational improvements to Sharp Park Road. CalTrans is also asking the community to decide if the proposed segment of State Route 380 in Pacifica should be dropped from the State Highway Plan. If 380 is deleted, the possibility of any kind of State-funded highway or arterial on this right-of-way becomes impossible. The cost of a new east-west connection makes it unlikely to achieve without State funding, therefore, if the option of the future construction is to be kept open for beyond 1990, the route should remain in the State plan. The California Department of Transportation is currently evaluating non-freeway alternatives to the Route 380 freeway in Pacifica.

Purchase of developable portions of Sweeney and Fassler Ridges by the Federal government, or some other agency, would eliminate the concern that an east-west lateral would stimulate development on the ridges. If the ridges are not purchased for park use, the "Prominent Ridgeline" designation and its appropriate zoning would protect much of the ridge area from alteration generated by better access.

North-south access is primarily an issue of highway capacity. The highway now serves as both a regional recreation access to San Mateo beaches south of Pacifica and as the major local arterial for the coastside residents. The southern half of this highway is now a substandard four-lane arterial with unregulated access. At peak commute hours, this roadway exceeds capacity. However, for coastal visitors who rarely travel this route at peak commute hours, the roadway has adequate capacity. Based on MTC/ABAG's recommendation, CalTrans is developing plans for safety and operational improvements on the four-lane portion of this roadway. These improvements were determined by MTC and ABAG to be adequate to accommodate the estimated 42,000 resident population plus coastal visitors to 1990. The MTC/ABAG Plan assumed there would be no development on the ridges. In determining recreational capacity of the highway to 1990, MTC/ABAG assumed the current level of parking and access availability at the beaches south of the City. However, the State Department of Parks and Recreation has recently developed a new policy of locating all expanded parking and beach access in San Mateo County at the beaches between Pacifica and Half Moon Bay. The purpose of this action is to protect the southern coast from more intensive development. This proposal is consistent overall with the MTC/ABAG Plan,


PACIFICA
CIRCULATION
SELECT STREET SYSTEM
ARTERIAL
COLLECTOR
PROPOSED STREETS
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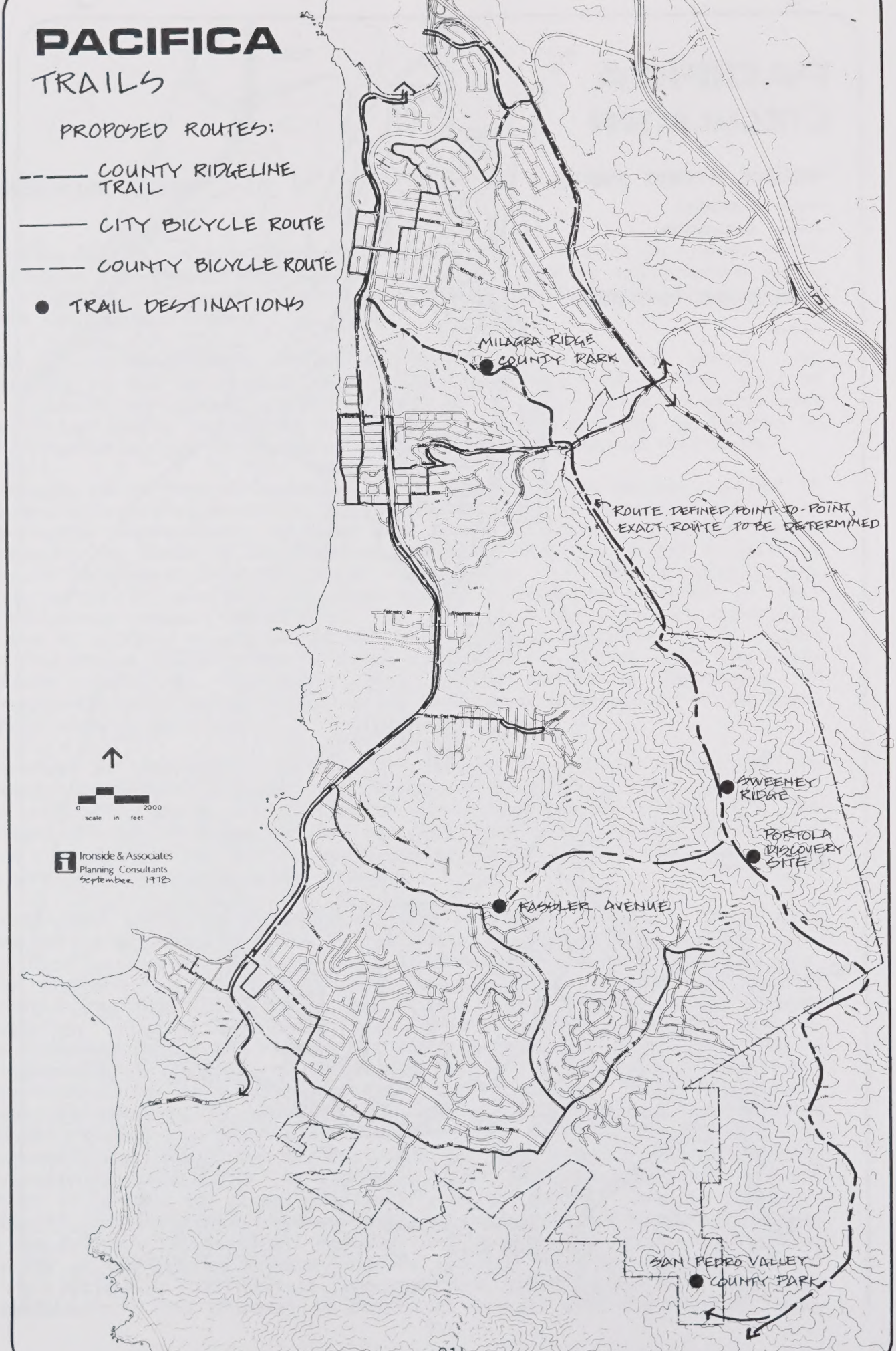
Ironside & Associates
Planning Consultants
July 1978
PROPOSED REALIGNMENT OF ROUTE 1 PAST DEVIL'S SLIDE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TRAILS
PROPOSED ROUTES:
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CITY BICYCLE ROUTE
COUNTY BICYCLE ROUTE
TRAIL DESTINATIONS
MILAGRA RIDGE COUNTY PARK
ROUTE DEFINED POINT-TO-POINT, EXACT ROUTE TO BE DETERMINED
SWEENEY RIDGE
PORTOLA DISCOVERY SITE
FASSLER AVENUE
SAN PEDRO VALLEY COUNTY PARK
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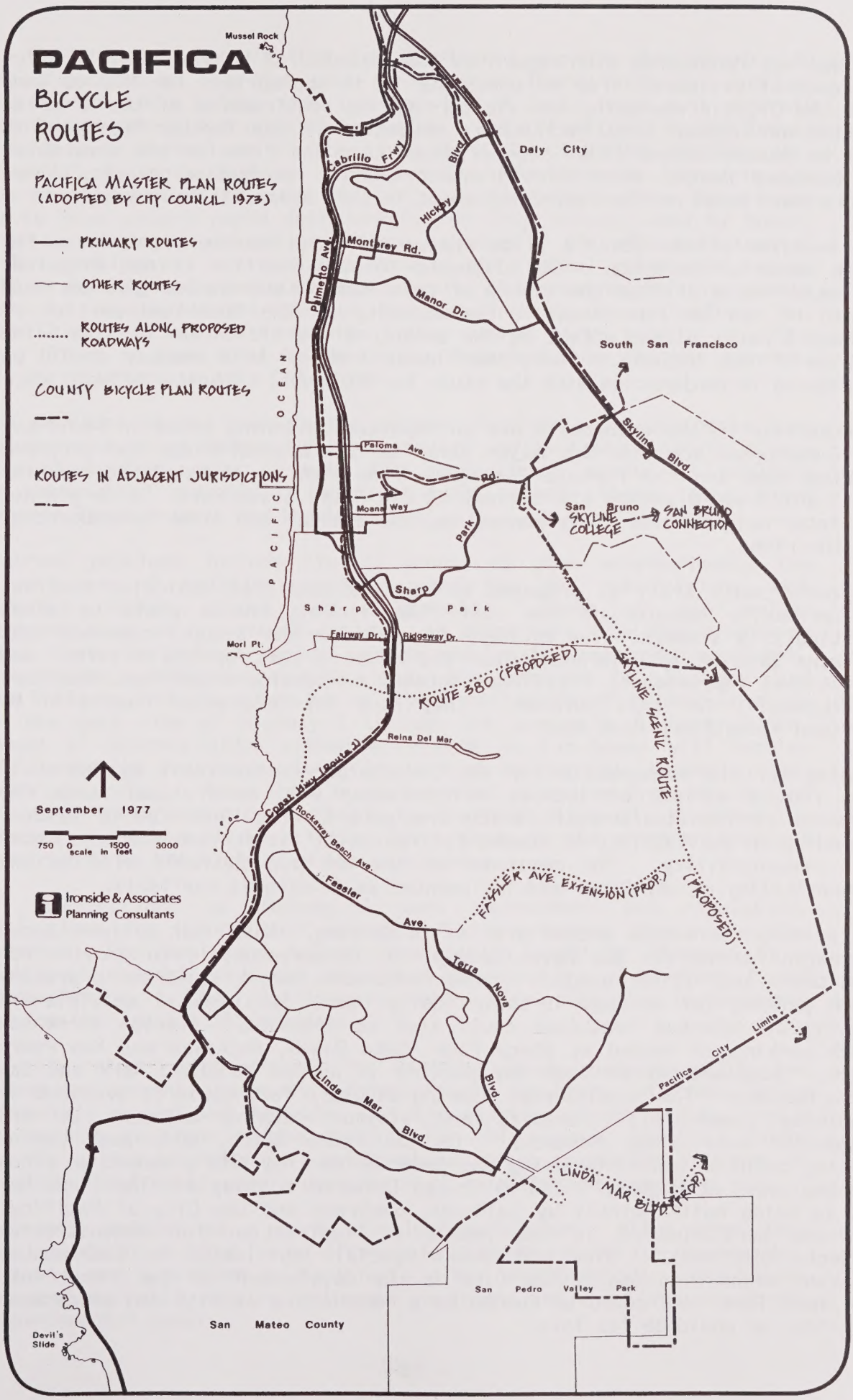
2000
scale in feet
Ironside & Associates
Planning Consultants
September 1978


PACIFICA
BICYCLE
ROUTES
PACIFICA MASTER PLAN ROUTES
(ADOPTED BY CITY COUNCIL 1973)
PRIMARY ROUTES
OTHER ROUTES
ROUTES ALONG PROPOSED ROADWAYS
COUNTY BICYCLE PLAN ROUTES
ROUTES IN ADJACENT JURISDICTIONS
Mussel Rock
Cabrillo Fwy
Hickey Blvd.
Daly City
Monterey Rd.
Palmetto Ave.
Manor Dr.
South San Francisco
Skyline Blvd.
Paloma Ave.
Moana Way
San Bruno Park Rd.
SKYLINE COLLEGE
SAN BRUNO CONNECTION
PACIFIC OCEAN
Sharp Park
Mori Pt.
Fairway Dr.
Ridgeway Dr.
ROUTE 380 (PROPOSED)
SKYLINE SCENIC ROUTE
Reina Del Mar
Coast Hwy (Route 1)
Rockaway Beach Ave.
Fassler Ave.
FASSLER AVE. EXTENSION (PROP.)
(PROPOSED)
Terra Nova Blvd.
Linda Mar Blvd.
Pacifica City Limits
LINDA MAR BLVD. (PROP.)
San Pedro Valley Park
San Mateo County
Devil's Slide
September 1977
750 0 1500 3000
scale in feet
Ironside & Associates
Planning Consultants

but was not considered with regard to the capacity of Highway 1 in Pacifica for coastal visitors. For this reason, it is appropriate for MTC to work with the City in reviewing the visitor-serving requirements of the arterial portion of Highway 1 in Pacifica to determine if any further improvements will be needed before 1990. The proposed Land Use Plan for the area south of Rockaway Beach, where the greatest traffic congestion exists, shows future additional residential development in this area will be limited.

The location of the Devil's Slide bypass will continue to be an issue for those south of Pacifica. The alignment through Pacifica is not disputed. The major issue will be the timing of construction and whether the new road should be two or four lanes. The capacity of the four-lane portion of Highway 1 has a direct effect on the amount of traffic on the Devil's Slide portion of the highway. Thus, the future size of this roadway should be considered in conjunction with the study for Highway 1 capacity in Pacifica.

Alternatives to the automobile are an important planning issue in Pacifica. The County has acquired two major parks on the coastal ridge and proposed linking them and the Portola Discovery Site with an equestrian/pedestrian trail which would extend all the way to Big Basin State Park. Also planned are inter-neighborhood links connecting the coastal and other neighborhoods and the ridge.

The north-south trail is proposed to be separated from vehicular traffic, but primarily because of the cost, the linking trails would be along existing City streets. The MTC/ABAG Coastal Corridor Study recommends that CalTrans provide bicycle/pedestrian trails as a part of their safety and operational improvements. CalTrans intends to provide eight-foot shoulders on Highway 1 for this purpose. They have not determined what will be provided along Sharp Park Road.

Funding for the construction of the bicycle/pedestrian trail system could come from a variety of sources. The County will match local funds for segments of Pacifica's trail which are part of the inter-County system. Depending on availability of funds, CalTrans will assist with roadways under this responsibility. The remainder of the designated trails will be the responsibility of the City, and implemented as funding is available.

The primary recreation access problem is parking. With such a short beach recreation season in San Mateo County, it is unreasonable to provide for peak beach and visitor usage. A more reasonable target would be to provide beach parking for average in-season daily use. Supplemental multiple-use parking at selected locations could also be provided. Average in-season beach parking is needed at Sharp Park State Beach, Rockaway and San Pedro Beach. Supplemental or peak day parking is needed at Sharp Park and San Pedro Beaches. The supplemental parking at Sharp Park could be provided by combining commercial, commuter, and visitor parking adjacent to the commercial uses along Palmetto. On San Pedro Beach, this peak period parking could be gained by using the commuter parking lots proposed on Linda Mar Boulevard at Highway 1 and on Crespi Drive at Highway 1. The Linda Mar lot is being built jointly by CalTrans, SamTrans and the City of Pacifica. CalTrans participation is the result of legislation for demonstration projects (SB 283). With additional special legislation in Sacramento, CalTrans might also assist the City in the development of the Crespi lot. The Sharp Park lots could be funded by a combination of City and assessment district, or could be fee lots.

The San Mateo County Transit District (SamTrans) provides bus service to Pacifica. Because of the high cost of operating County-wide bus service, SamTrans has adopted a policy that the fare box of local lines must generate at least 25 percent of the cost of operation. Only five lines in the County now meet this criteria; one is the Linda Mar-Daly City BART tation line. For financial reasons, SamTrans increased the time between buses in the off-peak hours and moved from the smaller to larger buses. This latter move appears to have caused rapid deterioration of City streets used by buses. The City is seeking financial assistance to rebuild the affected streets. Since this problem was not anticipated when the Federal government became involved in funding and promoting mass transit, there are no existing grants available to repair streets damaged by mass transit use. SamTrans has indicated that, if the City wishes, they would stop service on City streets. Since so many City residents are dependent upon the bus service, the City is reluctant to take this step.

SamTrans provides no bus service for coastal visitors. On the basis that there appears to be no demand for such service and no transportation agency has offered funding, mass transit for recreational access is unlikely without substantial subsidy. Pacifica would promote those lines which provide both local transit and beach access.

Local street problems include limited access to some neighborhoods, the design and use of existing roadways, and the old subdivisions with inappropriate street grades and alignments. Some of the valley neighborhoods have only a single access. If there were a neighborhood-wide emergency, there could be a serious access problem for emergency equipment. For this reason, additional access roads are proposed for Vallemar and Rockaway Valleys, and an extension of the Francisco-Bradford Way frontage road on the west side of Highway 1 through the quarry to Rockaway Beach. Development of Sweeney Ridge either as a park or for homes will require access. Should the area be used for residential development, depending upon the number of units, a loop road is recommended extending from the end of Fassler, north along the ridge westerly to the Coast Highway. A connection to Highway 1 could be made by bridging the highway to the proposed frontage road or directly to the highway on the east side.

Several intersections at Highway 1 need improvement and regulation. CalTrans' plans for safety and operational improvements should consider these needs. The San Pedro Avenue intersection could be improved by a realignment to connect with the regulated intersection of Highway 1 and Linda Mar Avenue. This realignment would also simplify improvements required for the Devil's Slide bypass.

Many of the older neighborhoods in Pacifica have roadways which are substandard by current standards. However, the residents of these areas feel adequately served and indicate that the existing street widths lend a unique character to their neighborhoods. For this reason, the City should continue its policy of individual neighborhood street standards, focusing on public safety requirements and preservation of neighborhood character.

Paper streets created as a part of old subdivisions, filed when less stringent standards existed, were often laid without regard for topography. These streets are a problem in Pacifica's older neighborhoods. Resolution of these problems will require ordinance revisions and creative use of the City's governmental powers.

SCENIC HIGHWAYS ELEMENT

Required by Section 65302(h) of the Government Code, the Scenic Highways Element provides for the development, establishment and protection of scenic highways. The basic parameters for Pacifica's Scenic Highways Element are stated in the two goals of preserving, maintaining, and enhancing the visual qualities of the City's scenic corridors and making the residents of the City more aware of the City's scenic resources.

Local criteria developed for selected eligible scenic roadways in Pacifica are:

1. Arterial streets designated on the City's Select Street System Map or in the General Plan.

2. Scenic quality and ability to connect areas of recreational or historic interest.

3. Generally provide a continuous flow of traffic.

4. Bicycle/pedestrian routes should be provided along the roadways wherever possible.

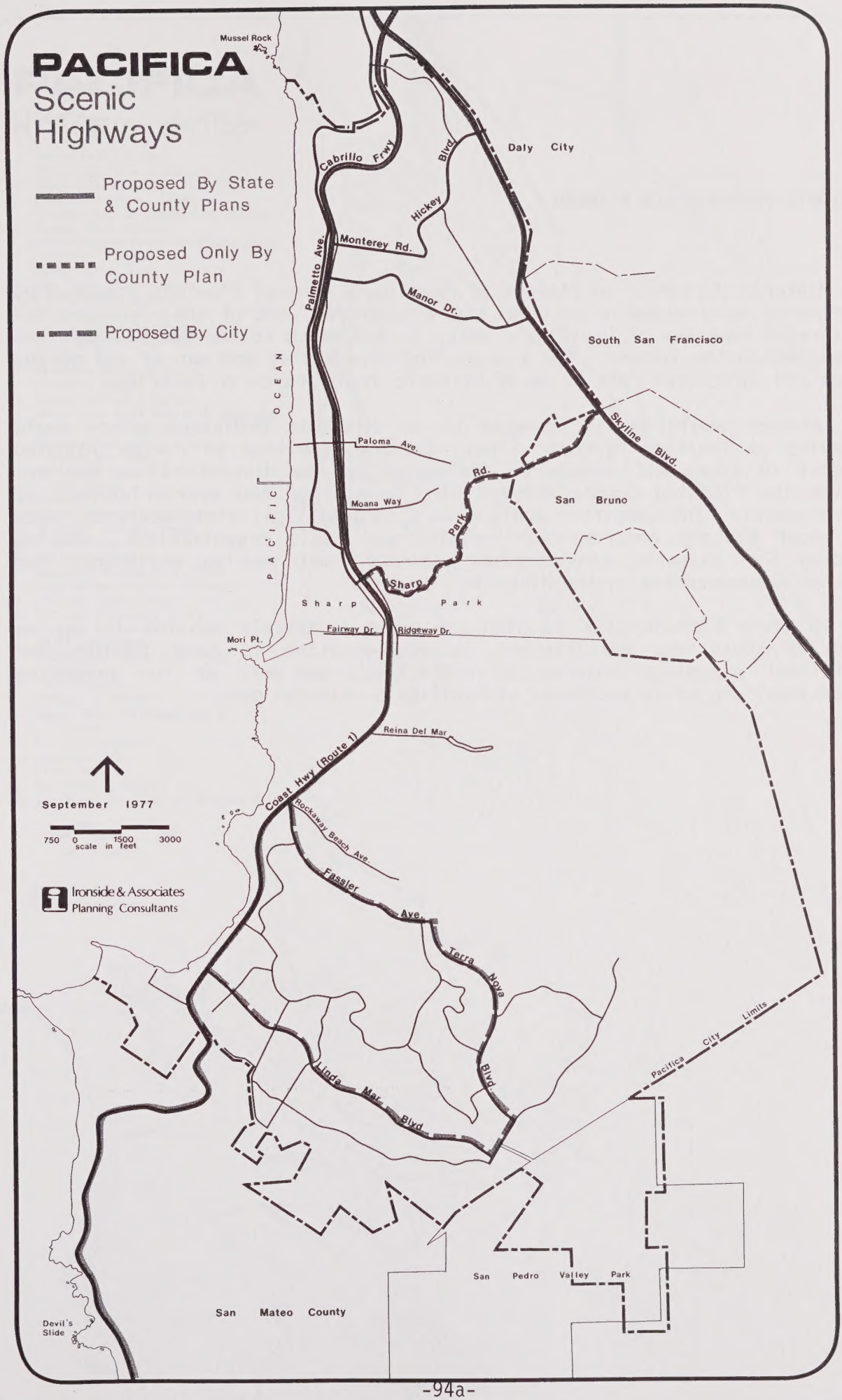
The scenic roadway proposals are:

1. Reaffirmation of the highways proposed by the State and County on their respective plans: the Cabrillo or Coast Highway (State Route 1) and Sharp Park Road between Skyline Boulevard and Highway 1.

2. The Linda Mar Boulevard-Oddstad-Terra Nova Boulevard-Fassler Avenue loop, providing spectacular views of the coastal ridge and ocean and connecting major recreation areas (San Pedro Valley County Park, Sanchez Adobe, and the Discovery Trail at the end of Fassler) and points of historic interest and scenic beauty.

3. The ridgeline access roadway to the Portola Discovery Site, whether the road provides access to a park or residential development.

Local scenic roadway designation requires a corridor study, a program to protect and enhance the scenic qualities from the proposed roadway and adoption of the roadway with its protection program. The City may choose to mark the roadway with signs identifying it as a scenic corridor and/or indicate the designation on local street maps. The study, program preparation, and adoption of local scenic roadways is exclusively a local responsibility. State and County roadway designations are made by the State and County, but the study and program are prepared locally with local initiative. Citizen participation is essential in preparation of local roadway programs. The City may submit its local scenic highway designations to the State for inclusion in their plan.


PACIFICA
Scenic
Highways
Proposed By State & County Plans
Proposed Only By County Plan
Proposed By City
Mussel Rock
Daly City
Cabrillo Frwy
Hickey Blvd.
Monterey Rd.
Palmetto Ave.
Manor Dr.
South San Francisco
OCEAN
PACIFIC
Paloma Ave.
Skyline Blvd.
Park Rd.
Moana Way
San Bruno
Sharp Park
Mori Pt.
Fairway Dr.
Ridgeway Dr.
Reina Del Mar
Coast Hwy (Route 1)
Rockaway Beach Ave.
Fassler Ave.
Terra Nova Blvd.
Linda Mar Blvd.
Pacifica City Limits
San Pedro Valley Park
San Mateo County
Devil's Slide
September 1977
750 0 1500 3000
scale in feet
Ironside & Associates
Planning Consultants

HISTORIC PRESERVATION ELEMENT

The Historic Preservation Element of Pacifica's General Plan was prepared by a group of knowledgeable citizens who volunteered, out of their concern for conserving remnants of Pacifica's past, to add depth to the human experience today and in the future. The element includes a list and map of all of the sites and structures felt to be of historic significance in Pacifica.

The element would be implemented by an Historic Ordinance which would establish a Pacifica Historic Sites Advisory Committee to review proposed changes to sites and structures designated on the Historic Sites Map and advise the Planning Commission and City Council of the appropriateness of the proposal. The Committee would also spearhead local civic activity, such as local history programs for schools and civic organizations, seeking funding for historic conservation projects, and seeking assistance for further documentation on the Historic Sites list.

The Historic Element text is also published separately so that it may be used by those who participated in its creation to seek funding for additional planning conservation activities, as well as for promoting educational and civic awareness of Pacifica's colorful past.

PACIFICA

HISTORIC SITES

1. Dollaradio Station
2. Morrissey Farm House
3. Happy Hollow Ranch
4. Comerford House/ Fahey
5. Double Line of Cypress at Skyline
6. Oceana High School
7. Nike/Milagra Coast Artillery Site
8. Anderson's Store
9. Fahey Ranch House
10. San Pedro School House
11. Little Brown Church
12. McCloskey Castle
13. Salada Beach District
14. Municipal Fishing Pier
15. Hunting Lodge
16. Brighton Beach District
17. Pender's House
18. Laguna Salada & Marsh
19. Sharp Park Golf Course & Clubhouse
20. Trees in Sharp Park
21. Fairway Park WW II Alien Detention Camp
22. Mori Farm House (1880) and Mori Point
23. Quarry
24. Ocean Shore Railroad Station
25. Vallemar (Calera Creek) Arboretum
26. Vallemar District
27. Rockaway Business District
28. Snug Harbor Tourist Cabins
29. Rockaway School House
30. Portola Discovery Trail
31. Portola Discovery Site
32. Point San Pedro
33. Pedro Point District - Post Office
34. Tobin Station
35. Danmann's Hayloft
36. Ocean Shore Railroad Bed & Station
37. Portola Campsite
38. Sanchez Adobe
39. Pitto Ranch
40. St. Peter's Church
41. San Pedro Mt. Road to Montara Mt.

0 2000
scale in feet

Ironside & Associates
Planning Consultants

COMMUNITY FACILITIES ELEMENT (1982)

The purpose of the Community Facilities Element is to review the adequacy of the various services and facilities upon which Pacifica residents rely.

Pacifica has a wastewater treatment plant consisting of primary and secondary facilities. Wastewater is transported to the plant by gravity from Sharp Park and the communities to the north of the treatment plant. Wastewater is pumped and transported by force mains from the communities south of Sharp Park. The 1982 average dry weather flow treated at the plant is approximately 2.6 mgd. Peak wet weather flows exceed 15 mgd.

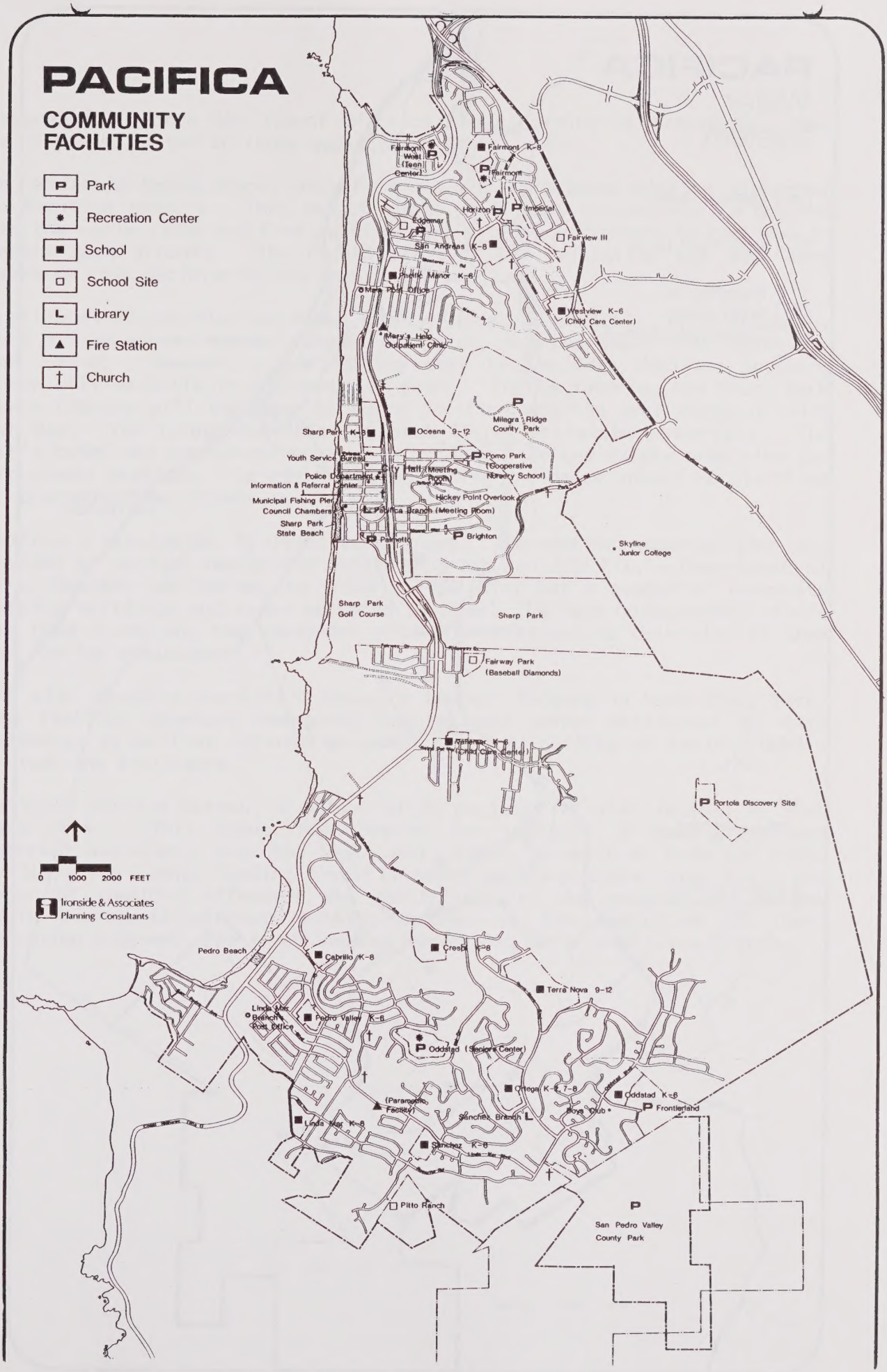
The Regional Water Quality Control Board is the enforcement agency overseeing the City's compliance with the discharge requirements. They have the authority to levy fines and impose building moratoriums if the plant is in noncompliance with such requirements. The Regional Board is presently concerned about compliance during wet weather conditions. Reduction of the peak wet weather flows through an inflow and infiltration reduction program and modifications to the treatment plant may be required within the next five years. The cost of these programs could be borne as an off-site development cost by developers undertaking construction that would contribute to the overload of the treatment plant and collection system facilities.

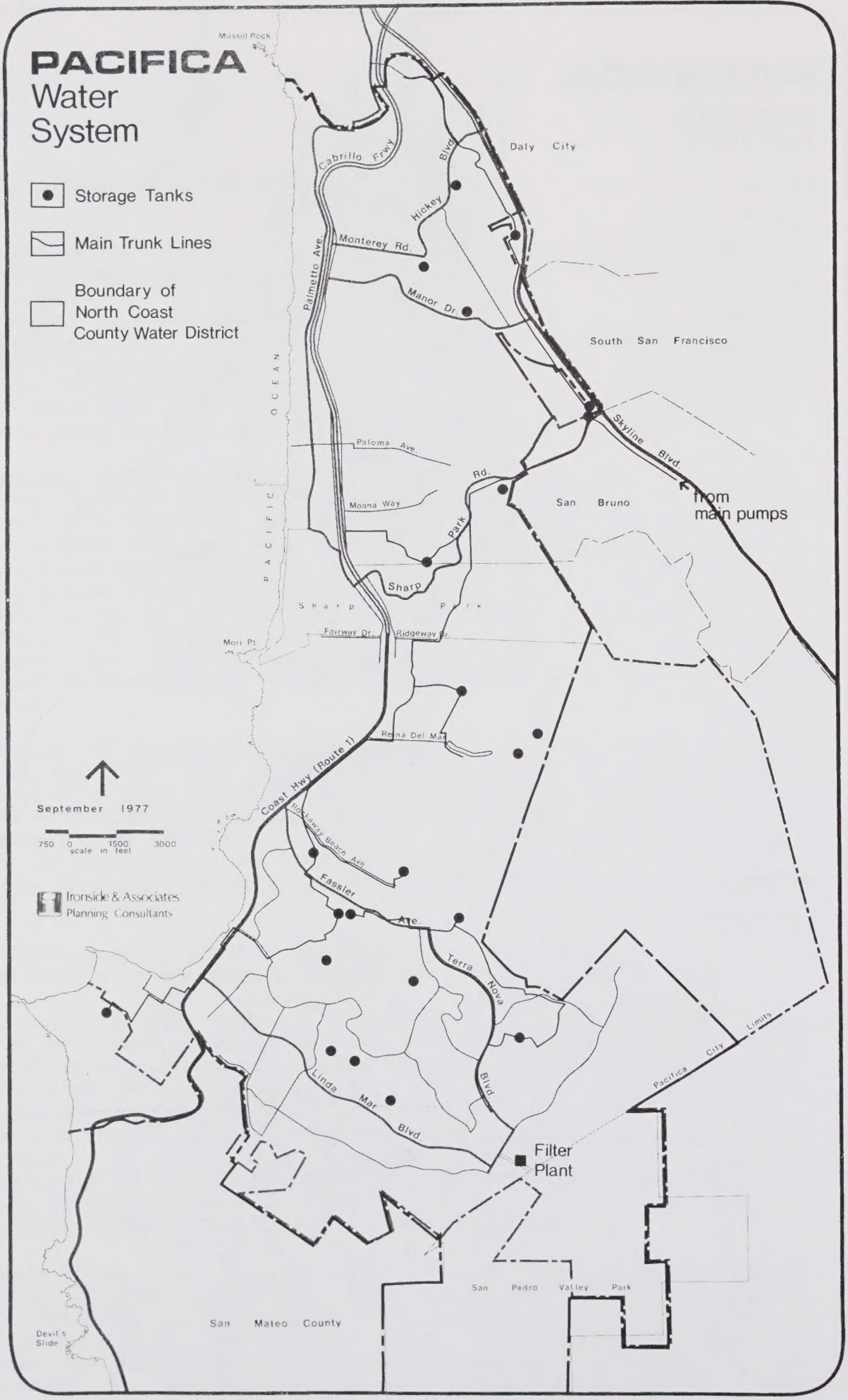
The capacity of secondary treatment facilities within the existing sewage treatment plant has been determined to be capable of accommodating a population of no more than 46,800 under present discharge requirements. Any increase in population above that amount may be allowed only if the capacity of secondary waste treatment is increased in direct proportion to a further increase in population. The City must ensure that, prior to exceeding a population of 46,800, adequate sewage treatment capacity to accommodate the increase is available.

Local water supply, public utilities, and solid waste collection and disposal facilities are adequate for development proposed in the plan.

Recent studies of City Hall and Corporation Yard facilities indicate the need for additional space for both of these services. The City Police Department is also inadequately housed. Studies have suggested that these three functions be grouped along with a new main post office and perhaps some additional offices to create a Civic Center. Citizens would like to see the Civic Center located near the Vallemar neighborhood or quarry west of Vallemar. An eight to ten acre site would be required. Financial constraints facing the City will inevitably delay the relocation of the City Hall and Police Department. Need for a corporation yard, however, is critical and relocation should occur within the next few years.

The Laguna Salada School District serves grades K-8 and the Jefferson Union High School District, grades 9-12. Enrollment in Pacifica schools has been steadily declining, particularly in the elementary grades. In a period of declining enrollment, the critical issue is not adequate number of classrooms, but alternative uses for schools proposed to be closed. It also is important to provide for continued neighborhood use of school


PACIFICA
COMMUNITY FACILITIES
Park
Recreation Center
School
School Site
Library
Fire Station
Church
Fairmont West (Teen Center)
Fairmont K-8
Fairmont
Horizon
Imperial
Edgemar
Fairview III
San Andreas K-6
Pacific Manor K-6
Main Post Office
Westview K-6 (Child Care Center)
Mary's Help Outpatient Clinic
Milagra Ridge County Park
Sharp Park K-8
Oceana 9-12
Youth Service Bureau
Pomo Park (Cooperative Nursery School)
City Hall (Meeting Room)
Police Department
Information & Referral Center
Municipal Fishing Pier
Council Chambers
Hickey Point Overlook
Pacifica Branch (Meeting Room)
Sharp Park State Beach
Palmetto
Brighton
Skyline Junior College
Sharp Park Golf Course
Sharp Park
Fairway Park (Baseball Diamonds)
Vallemar K-6 (Child Care Center)
Portola Discovery Site
0 1000 2000 FEET
Ironside & Associates Planning Consultants
Pedro Beach
Cabrillo K-8
Crespi K-8
Terra Nova 9-12
Linda Mar Branch Post Office
Pedro Valley K-8
Oddstad (Seniors Center)
Ortega K-8
Oddstad K-8
Frontierland
(Paramedic Facility)
Sanchez Branch
Boys Club
Linda Mar K-8
Sanchez K-8
Pitto Ranch
San Pedro Valley County Park


PACIFICA
Water
System
Storage Tanks
Main Trunk Lines
Boundary of
North Coast
County Water District
Mussel Rock
Cabrillo Frwy
Hickey Blvd
Daly City
Monterey Rd
Palmetto Ave
Manor Dr
South San Francisco
OCEAN
Paloma Ave
Skyline Blvd
from
main pumps
Moana Way
Park Rd
San Bruno
PACIFIC
Sharp
Sharp Park
Fairway Dr
Ridgeway Dr
Mori Pt
Reina Del Mar
Coast Hwy (Route 1)
September 1977
750 0 1500 3000
scale in feet
Rockaway Beach Ave
Fassler Ave
Terra Nova Blvd
Ironside & Associates
Planning Consultants
Linda Mar Blvd
Pacifica City Limits
Filter
Plant
San Pedro Valley Park
San Mateo County
Devil's
Slide

playgrounds. Since the School District has a surplus of classrooms, they are disposing of two or three undeveloped school sites.

The Jefferson Union School District does not anticipate closing either of its Pacifica schools. They expect their enrollment to continue to decline into the early 1980s and then stabilize at a level sufficient to continue to operate both schools. The recent property tax initiative may have some impact on this decision in the next few years.

Pacifica is within the San Mateo County Library District. Until recently, the City was served by two branch libraries, but the smaller of these has been closed. However, a new library next to the Park Pacifica Shopping Center will be built in the next few years. In the interim, the Sharp Park Branch Library will continue to serve Pacifica and the area north of Half Moon Bay. The future operation of both libraries remains uncertain. The City's codes and ordinances need to be reviewed for new safety provision and enforcement problems. In addition, the Zoning Ordinance should be clarified and procedures amplified.

Pacifica's population is relatively young. Recreation opportunities are provided by various non-profit youth programs and the City's Department of Parks, Beaches and Recreation (PB&R). The City has a number of community activity buildings and rooms operated by PB&R. Two are being rehabilitated with HCDA funds and the remainder should be reviewed to determine if they need similar assistance.

PB&R also sponsors the City's Resource Center, located in West Sharp Park. This facility provides emergency housing and other assistance to City residents, as well as information about the availability of various public services and assistance.

The Youth Service Bureau, a unique pilot project, is also located in West Sharp Park. This counseling service for youthful offenders receives financial assistance from the State and County, as well as from the City. The State and County funding level is based on its success rate, i.e., the number of youthful offenders who participate in the program and do not commit additional offenses within 90 days of the completion of their counseling program. The Youth Service Bureau has had a good success rate.

SEISMIC SAFETY AND SAFETY ELEMENT (1983)

The Seismic Safety and Safety Elements overlap to the extent that both are better understood if they are combined. The Seismic Safety Element, which requires that cities take seismic hazards into account in their planning programs, is mandated by Government Code Section 65302(f). The Safety Element which is broader based in its intent, including fire protection, geologic hazards, and safety standards, receives its mandate from Government Code Section 65302(i).

The guidelines for both elements recognize the impossibility of eliminating all hazards and, therefore, recommend that each community determine the level of risk to persons and property it feels is acceptable. Once determined, city services, ordinances and levels of enforcement should achieve accepted levels of protection. There are three levels of risk: acceptable, mitigable, and unacceptable. An acceptable level of risk involves recognition that it is not possible to totally eliminate risk and that no direct action by local government is necessary. Unacceptable risk is where it is determined that actions should be restricted by the local government to minimize the risk and to protect life and property. Unacceptable risks should be avoided. Mitigable risks are those risks which initially may be unacceptable, but can be brought to a level of acceptability through mitigation measures. Regulation of all levels of risk is accomplished through City controls, including grading, building, and zoning codes and General Plan policies.

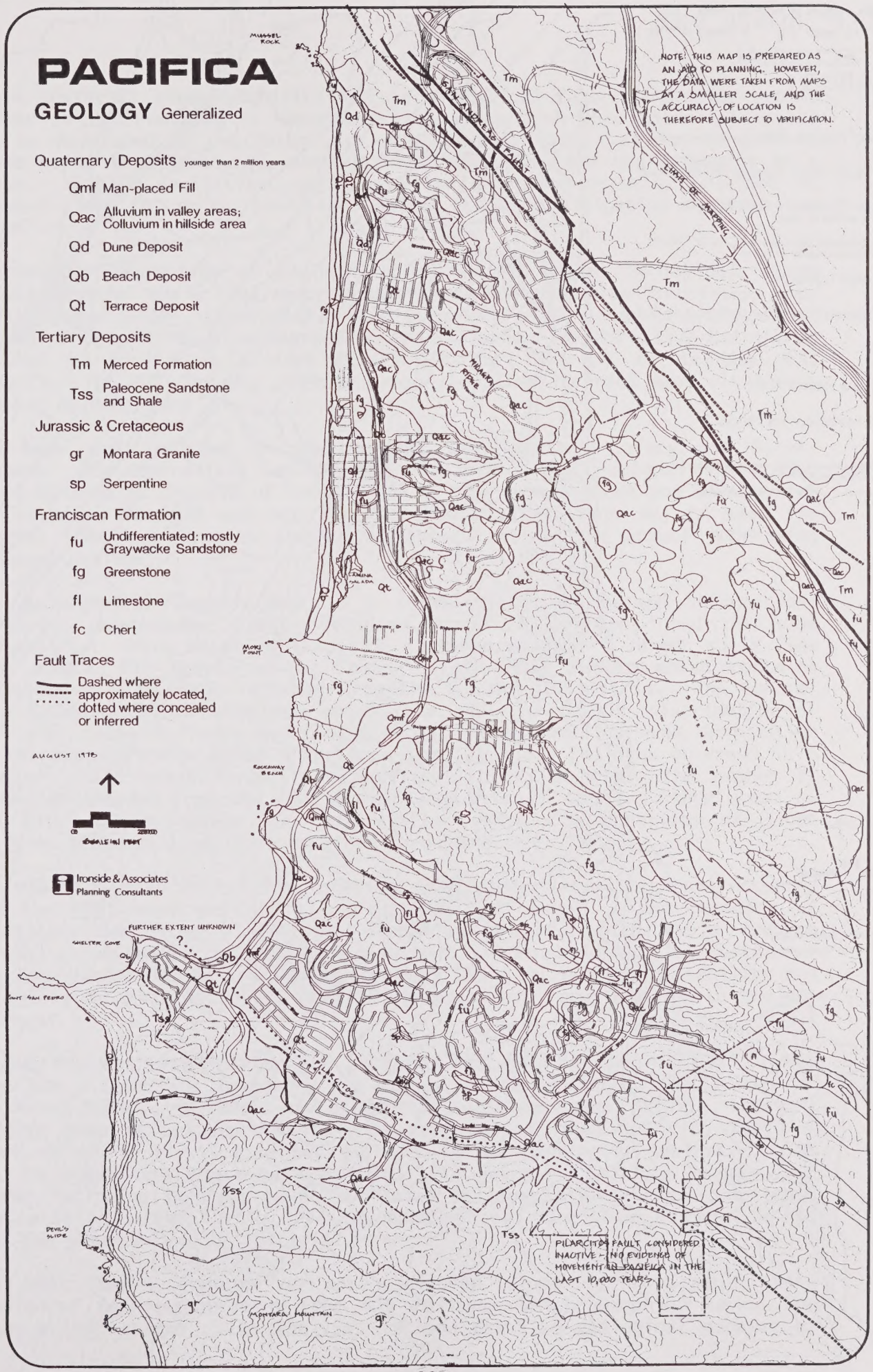
The Pacifica Seismic Safety and Safety Element is organized to summarize existing conditions in the City, particularly focusing on recent catastrophic events, immediate and potential mitigation, and policy direction. Its purpose is partially to alert the community to some of the identified or potential safety problems in the City. Implications of risk factors are also discussed as are suitable City actions to reduce risk to acceptable levels. Implementation will be based upon the policies and action programs of the General Plan and the planning process.

GEOTECHNICAL

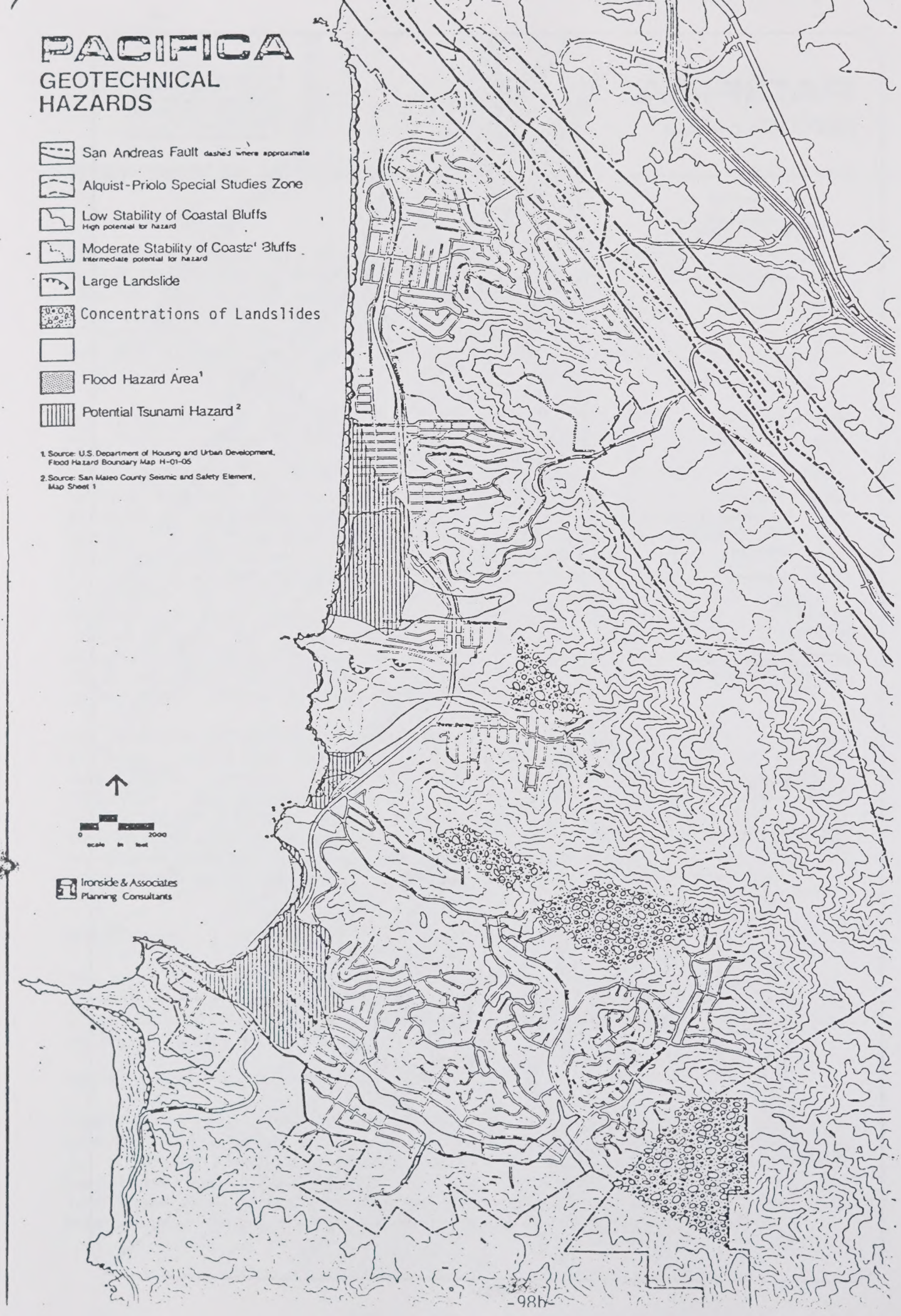
The main geotechnical hazards to the Pacifica area are hillside erosion, coastal erosion, earthquake shaking, and ground shaking. Landslides and slope failures can result from all of the listed hazards and have been serious problems in Pacifica.

HILLSIDE EROSION AND LANDSLIDES

Stability of the hillsides within Pacifica is a critical hazard which can best be identified by specific geotechnical studies. Generally, landsliding is a highly localized problem which has had widespread occurrences. Landslides have occurred in Pacifica for many years, but surficial landslides were recently recognized as a significant hazard. Runoff from heavy rain or ground shaking are most likely to activate landsliding.


PACIFICA
GEOLOGY Generalized
Quaternary Deposits younger than 2 million years
Qmf Man-placed Fill
Qac Alluvium in valley areas; Colluvium in hillside area
Qd Dune Deposit
Qb Beach Deposit
Qt Terrace Deposit
Tertiary Deposits
Tm Merced Formation
Tss Paleocene Sandstone and Shale
Jurassic & Cretaceous
gr Montara Granite
sp Serpentine
Franciscan Formation
fu Undifferentiated: mostly Graywacke Sandstone
fg Greenstone
fl Limestone
fc Chert
Fault Traces
Dashed where approximately located, dotted where concealed or inferred
AUGUST 1978
Ironside & Associates Planning Consultants
NOTE: THIS MAP IS PREPARED AS AN AID TO PLANNING. HOWEVER, THE DATA WERE TAKEN FROM MAPS AT A SMALLER SCALE, AND THE ACCURACY OF LOCATION IS THEREFORE SUBJECT TO VERIFICATION.
MUSSEL ROCK
SAN ANDREAS FAULT
LIMIT OF MAPPING
MILAGRA RIDGE
LAGUNA SALADA
MORI POINT
ROCKAWAY BEACH
SHELTER COVE
FURTHER EXTENT UNKNOWN
PILARCITOS FAULT
DEVIL'S SLIDE
MONTARA MOUNTAIN
PILARCITOS FAULT CONSIDERED INACTIVE - NO EVIDENCE OF MOVEMENT ON PACIFICA IN THE LAST 10,000 YEARS.

PACIFICA
GEOTECHNICAL HAZARDS



1. Source: U.S. Department of Housing and Urban Development, Flood Hazard Boundary Map H-01-05

2. Source: San Mateo County Seismic and Safety Element, Map Sheet 1

Since surficial slope stability can be a critical factor affecting public safety in Pacifica, it is important that sites with this potential either not be developed in the future, or developed in such a way as to protect those using the structures, surrounding development and the community as a whole. Public facilities, such as water tanks or roads should not be located close to, or on landslides unless adequate mitigation measures are taken.

Sources of information on geology include United States Geological Survey (USGS) material and a 1982 report prepared by Howard Donley Associates, Inc. (HDAI) 'Geological Investigation - Landslide Type and Distribution - Mechanics Details of Nine Representative Failures - January 1982 Rainstorms - City of Pacifica, California' (hereinafter referred to as the HDAI Report). The HDAI Report, including the landslide location maps, is herein adopted by reference.

Two maps are included in the General Plan Seismic Safety and Safety Element. The Generalized Geologic Map of Pacifica was developed from a USGS map published at a scale of 1:62,500 (one inch equals about one mile) which was compiled in 1972 and not field checked. These maps may be used for general planning purposes and as an indication of the actual underlying regional geology.

The Geotechnical Hazards Map is a consolidation of hazard information, including earthquake fault location, coastal erosion, and hillside instability. More detailed landslide location data at a larger scale (one inch equals 400 feet) can be found in the HDAI Report which contains locations of 475 slope failures from the January 1982 storm. The General Plan Geotechnical Hazards Map shows four areas where the distribution of surficial slope failures was concentrated. The landslide area designation on the map indicates areas where more than 20 slope failures occurred in a cluster. The areas range in size from 93 to 206 acres; the number of landslides mapped from the 1982 storm range from 24 to 60. Other areas of the City do not appear to have similar dense concentrations of slope failures although landslides occurred throughout the City.

The maps are most useful for locating areas where landslides have occurred and the HDAI maps provide a useful level of detail. The presence of landslides indicates a hillside stability problem which would require careful attention if the land were proposed for development. The absence of previous landslides on a hillside, however, does not guarantee stability and all hillside areas must have detailed geotechnical reports prior to project approval.

A USGS Map was prepared for the southern half of the City in 1981. USGS also has a Landslide Inventory Map and a Landslide Susceptibility Map for San Mateo County. The maps are of limited usefulness for Pacifica, however, because deep seated bedrock failures were mapped, but surficial failures (such as debris flows) were not included in the mapping or analysis. USGS will be preparing updated maps which will include data from the January 1982 storm, including information on surficial failures. When completed, these maps will be useful for Pacifica because most of the slope failure in the past two years have been surficial.

The HDAI Report focuses on nine selected slope failures which were considered representative of the 475 failures which occurred during the January 1982 storms. The analyses include detailed geological mapping of

each of the nine slides, descriptions of the geographical and geotechnical settings, characteristics and mode of slope failure, and possible mitigation measures. The slope failure analyses are most useful for a geologist who is undertaking a geotechnical study of land which is similar to any of the representative slide areas.

The introduction and conclusions to the HDAI Report are important for planning purposes. The report explains the events which caused the slope failure, summarizes slide characteristics, and suggests mitigation measures for the future. The slope failures of 1982 and 1983 have had a significant effect on planning and development in Pacifica and, therefore, conclusions from the HDAI Report are included in the Seismic Safety and Safety Element. The overall frame of reference for development, City requirements, and procedures for development of hillside areas have changed as a result of the damage from the recent winter storms. It is now recognized that there may be a potential danger to sites located both on and near many of the hill slopes in Pacifica. Some of these may involve life-threatening situations under severe storm or earthquake conditions.

The exceptionally heavy rainfall in early January 1982 triggered hundreds of slope failures. The combination of saturated soil from a wet winter, followed by intense rainfall, led to landslides and slope instability. The saturation and weakening of the slopes was severe enough to permanently damage some of the hillsides. Heavy rainfall in the 1983 winter again triggered slides, although they were not as numerous or as severe as the 1982 incidents.

The 1982 slope failures caused three deaths, total destruction to four homes, damage to tens of others, and potential life-threatening situations for at least 500 families living at the foot of steep hillsides. A special emergency landslide hazard map, which was valid only for the 1982 winter, was prepared and affected residents were advised to evacuate in the event of heavy rainfall. The advisory evacuation notices were not based on site specific geological investigations. Rather, a broad analysis was based on air photo interpretation and homeowners in areas which were identified as 'high risk' received the evacuation notices. However, it was made clear that the maps and notices were intended only for the 1982 rainy season because of the nature of the analysis. Although there had been slope failures prior to the 1982 storms, never before had the potential danger by this phenomena been so widely experienced on or near the hillsides of Pacifica. Damage to municipal facilities and City clean-up costs alone have exceeded $1.5 million to date. Overall public and private costs of the storm in the past two years are estimated to be $30 million.

Although the 1983 slope failures were less severe than those in 1982, danger from hillside erosion continued to be a serious threat. There was more rain in 1983, but it had a longer duration and storms may not have been as intense as the one which caused the original slope failures. One house was destroyed and four were damaged from slope failures in 1983. There were many landslides similar to the smaller of the slope failures of the previous year. Most of the 1983 slope failures were not classified as debris flows; rather, the landslides were classified as translational, rotational, or deep seated failures. Debris flows were less common in 1983, primarily because the rainfall was less intense than 1982. The 1983 failures have not been mapped or analyzed in detail.

The 1982 slope failures ranged in size from a few cubic years to 3,000 cubic yards of earth material. The majority of the slides occurred near the top of the natural hills rather than on engineered slopes. The majority of the natural slope angles ranged from a horizontal to vertical measurement of 1:1 (100% or a 45 degree slope) to 2:1 (50% or a 30 degree slope). Shallower slopes also contained flows, but invariably their toes coincided with an artificial or natural steepening of slope. Long, steep slopes may create an additional danger that a debris flow could accelerate to a debris avalanche capable of reaching exceptionally high velocity and long distances from the base of the slope and having great destructive power.

The slides were characterized as surficial failures (generally less than 10 feet deep), such as earth flows or debris slumps, as opposed to deep-seated bedrock failures. Conclusions were not drawn between the type of bedrock and the frequency of landsliding, however, soil characteristics are described and the analysis may be useful for future site-specific geotechnical studies.

The HDAI Report drew conclusions about the January 1982 slope failures and suggested mitigation measures for the future. Most of the landslides occurred in the southern part of Pacifica on natural, rather than engineered slopes. Several slides, however, occurred on oversteepened cut slopes underlain by soil. Eighty-five percent (85%) of the slope failures disaggregated into flowing masses of soil and water (debris/earth flows); for the remaining 15%, flowage subsequent to sliding did not occur (rotational slides). Only one slope failure was categorized as a type of failure (solufluction) which could be considered a creep process which could generate landslides as it oversteepens the slope (Grand Teton Avenue). Technical conclusions were drawn by the HDAI Report which will be useful for geologists undertaking local studies.

The primary mitigation measure suggested in the HDAI Report is 'avoidance'. The General Plan, Zoning Ordinances, and City review requirements and standards can achieve avoidance and mitigation of hazard areas. In specific cases, development of hillsides with certain types of landslide susceptibility may reduce hazards. For example, an already developed area which may be threatened by upslope hazards from undeveloped property, may benefit from development which would be required to incorporate measures to mitigate the hazard.

Detailed site specific information is not available which indicates areas which are so hazardous as to be unbuildable. For this reason, open space hazard overlay zones are not proposed at this time. However, the planning process can be used to review all proposed developments to assist in mitigating instability of the hillsides and to provide less risk for the residents and surrounding property owners.

Mitigation measures for existing or future slides which may affect developed areas can protect homes and residents. Three types of impact walls are suggested: containment walls, deflection walls, and baffles. These are engineering solutions which could be used to protect existing or proposed buildings in appropriate situations. However, mitigation measures may not always be acceptable. For example, it would not be appropriate to direct potential landslide flows toward other houses or property. Use of the public right-of-way as a landslide repository for new development is not appropriate. Landslide deposits should not be directed toward any public accessway, inhabited property or property likely to become inhabited, or any

special habitat area. Mitigation measures for any individual project should be closely monitored to mitigate against potential adverse effects on public health, safety and welfare.

It is recognized that intense rainfall is the triggering mechanism for the majority of slides and, therefore, drainage improvements are important mitigation measures. Surface swales and subsurface drainage can help avoid saturation of the soil. Erosion control is also an important mitigation measure as gullying from rainstorms can create slope failure where one might not otherwise occur. For steep slopes in excess of 50%, the slopes should contain a mature stand of grass or other type of groundcover. However, shrubbery, brush and trees appear to be more harmful to the overall stability of steep slopes and should be avoided. Slope modification and removal of overburden is also cited as a mitigation measure.

General recommendations of the HDAI Report stress the use of geotechnical evaluation prior to development, including consideration of potential upslope or downslope hazards. Aerial photographs, site inspection, subsurface investigation, laboratory testing, and stability analysis are important tools in determining the stability of a hillside site. The HDAI Report is a useful reference for comparison of sites and for basic technical strategies.

The recent winter storms have increased public awareness that erosion of hillsides is an ongoing process which can become a serious local hazard. General Plan policies have recognized development constraints on steep hillside lots. Steep slopes have traditionally been placed in lowest density land use designations in recognition of the difficulty and potential danger of development. The General Plan includes the following selected policies and action programs which are currently being implemented in response to increased recognition of slope instability.

1. Policy - Prohibit development in hazardous areas unless detailed site investigation ensures that risks can be reduced to acceptable levels.

   Implementation - Environmental review procedures mandate detailed studies for any discretionary project which may constitute a risk or which is located in a hazardous area. Development is not permitted unless all risks are adequately mitigated. Building and planning permits are not issued unless the City is satisfied that the level of risk and mitigations are acceptable. The City recognizes both on- and off-site hazards and requires mitigation if necessary and appropriate.

2. Policy - Support public awareness of hazards by providing citizens with hazard information, results of studies, emergency procedures and alternatives.

   Implementation - The City actively responded to the recent winter storms and slope failures by notifying property owners and residents of potential risk. Property owners of dangerous hillsides were also notified of their responsibilities. The HDAI Report is available for public use. The Disaster Preparedness Commission, a citizen committee, is actively considering emergency procedures and responses. When appropriate, conditions of approval for specific projects include a requirement to notify buyers of geotechnical uncertainties, risks, or potential costs.

3. Action Program - Develop ordinances requiring geotechnical site investigation prior to allowing site development.

   Implementation - A City ordinance was adopted requiring a geotechnical report prior to issuance of a building permit for any project located on a site with an average slope over 15%. City administrative policies also require geotechnical reports for both discretionary and ministerial permits to be reviewed by an independent geotechnical consultant approved by the City. If a lot's slope is less than 15%, geotechnical reports can be required if on- or off-site conditions indicate a potential hazard. In addition, administrative policies have been adopted which provide a technical framework for evaluating slope stability.

4. Action Program - Require that development in marginally hazardous areas be designed and engineered to protect life and property.

   Implementation - Development in all areas is required to be designed to protect life and property. Hillside areas are scrutinized carefully and geotechnical reports are required and independently checked to ensure appropriate standards of development. City geotechnical standards must be extremely conservative because of the importance of protecting citizens and the City.

The geotechnical community has been notified that the City has taken a new, extremely strict approach to development of property within the City's jurisdiction. In addition to the policies cited above, the following standards are applied to development review.

. U.S.G.S. and County geology and hazard maps are not considered an adequate data base upon which reports may be based. Geologists must furnish their own geological map of a site and pertinent off-site areas.

. Geotechnical reports must be prepared and reviewed by registered geologists, registered engineering geologists, or registered soils engineers.

. Off-site hazards - either upslope or downslope - that may be related to proposed development must be addressed. Geological cross sections are required.

. Potential catastrophic geotechnical hazards must be analyzed on the basis of passing a minimum of a 100-year event.

The City and the public are well aware that slope failures are a serious concern. Hillside instability affects both developed and undeveloped property. Much of the loss from the recent storms was a result of slope failure from unimproved upslope property damaging adjacent homes. Many slides occurred on the large tracts of vacant hillsides, increasing awareness of potential development constraints on the property. Future development will have to be designed to mitigate geotechnical problems or development will have to be located in a safe area. This has the potential to lower densities of sites. General Plan and zoning densities and land use designations will be reassessed in light of the changed environmental conditions. All development proposals will be very carefully scrutinized to ensure security for residents, safety of surrounding property, and minimize City liability.

COASTAL EROSION

The ongoing force of the Pacific Ocean constantly wears away at the Pacific coastline. The predominate erosion pattern along the shores of the City is the progressive undercutting of the bluffs by wave action in combination with the sloughing off of large chunks along the top of the bluffs due to saturation by water. Bluff failures result in a landward shift of the shoreline inconsistent with the annual rate of erosion.

Recent studies along the San Mateo coast, including Pacifica, indicate an annual average erosion rate of one to three feet per year. Local studies are currently being revised because stability may have been overestimated in the past. As a result of the 1983 storms, it is recognized that the rate of retreat may also have been underestimated in the past. Bluff erosion can be caused by ground water seepage and related sloughing of sandy material, water flowing over the top of the cliffs, or from wave action cutting away the toe of the bluff. Changes or intensification of any of these factors could significantly increase the rate of bluff retreat for specific sites.

In 1972, the Corps of Engineers prepared a report entitled, 'Beach Erosion Control Report on the Shores of the City of Pacifica'. The report described beaches and erosion patterns for the entire City and considered various alternatives for shoreline protection. Seawalls and groins were suggested for beach and cliff protection, however, Federal participation was not recommended at the time because of marginal economic feasibility and because the City was not financially capable of sharing costs.

Pacifica's sandy beaches vary in width from no sand to 12 or more feet, depending on the tide and wave action. The presence of a sand beach does not provide any substantial protection for adjoining bluffs because wave action can remove the sand and allow direct erosion of the bluff. The height of the bluffs varies from 5 to 120 feet.

Major erosion of the beach, bluffs and sea cliffs occurs during ocean storm conditions. Pacific storms during the winter of 1983 caused unusually high tides and severe erosion, tidal damage and flooding. The damage was particularly extensive because the storm conditions lasted for nearly two months. As much as 75 feet of bluff top was lost along the steep bluffs between Shoreview Avenue and Manor Drive. Mobilehomes were moved and houses on top of the bluffs were threatened. Residents evacuated their homes during the highest tides. The Pedro Point cliffs and beaches sustained the least damage. The Sharp Park and Rockaway Beach seawalls offered some protection from the wave action, but roads, parking areas, and structures were damaged and three homes were lost. The Sharp Park Golf Course dike was completely washed out and the golf course was severely damaged.

The City's approach to development in areas subject to coastal erosion is similar to the approach to hillside erosion and other geotechnical hazards. Density, setback, drainage, and landscaping are carefully examined. Geotechnical reports are required prior to approval of development and setbacks from the edge of the bluff are required to be adequate to accommodate a minimum 100-year event, whether caused by seismic, geotechnical, or storm conditions. The appropriate setback shall be determined on a case-by-case basis, depending on the site specific circumstances and hazards. The setback should be adequate to protect the structure for its design life. As with all geotechnical reports, an

independent City consultant should review project reports to ensure compliance with the City's strict standards.

SEISMIC

The San Andreas Fault Zone with identified traces of the fault and the limits of the Alquist-Priolo Study Zone are shown on the Fault and Slope Stability Hazards Map. Not all earthquakes cause the ground surface to rupture. Therefore, there is potential for ground rupture in Pacifica, but it is not likely to occur with every earthquake. The area within the fault zone is more subject to actual rupture by the fault movement than areas outside a fault zone. In Pacifica, the fault rupture hazard exists in a zone which extends through the Fairmont and Westview districts. There are approximately 952 single-family homes and 399 multiple-family units within the Alquist-Priolo Study Zone in Pacifica. Earthquake experts feel that wood frame structures, such as single-family homes, are flexible enough, as evidenced by the 1957 Daly City earthquake and other earthquakes, that it is unlikely there will be much loss of life from failure of these structures; however, there is likely to be substantial property loss. There are also other significant land uses in the Alquist-Priolo Study Zone which, if not properly constructed, may present a safety hazard. These uses include: Westview Elementary School, Fairmont Elementary School, Fairmont Fire Station, Fairmont Shopping Center and Fairmont West Recreation Center. These structures should be inspected for their ability to withstand a potential earthquake.

All of Pacifica would be affected by earthquake shaking; therefore, specific site conditions are a critical factor. Only an appropriate geotechnical investigation is valid in defining the conditions. The Citywide Generalized Geologic Map, in combination with the underlying Geologic Material Table and distance to the San Andreas Fault, are useful as general indicators of the geologic conditions. Additionally, appropriate maps from the U.S.G.S. and the Division of Mines and Geology can supply valuable information. The actual damage to a structure will be a factor of its design and inherent reaction to shaking.

Portions of Pacifica are underlain by relatively clean, poorly consolidated granular material, such as sand. In places there are perched layers of groundwater so that conditions may exist for liquefaction. Also, where materials are poorly consolidated, there may be ground subsidence or other forms of ground failure. Because the conditions at any particular site control the potential for any type of ground failure, only specific geotechnical investigations, including subsurface testing, can provide a basis for assessing such hazards.

The main tsunami danger is from major earthquakes within the Pacific Ocean basin, rather than local earthquakes. The tsunami hazard presents a risk to structures and individuals within the area. The approximate wave run-up height of 20 feet, judged to be appropriate for planning purposes in Pacifica, is shown on the Flood Hazards Map. There are approximately 900 existing dwelling units within Pacifica's tsunami run-up area. In addition to these dwellings, some important community services and facilities are within the run-up area: Pedro Valley School, a convalescent home in Linda Mar, Pedro Point Shopping Center, the southern half of Cabrillo School, part of the quarry, the City's Wastewater Treatment Plant, the City Council

Chambers, the fishing pier and sewer outfall, and part of the Sharp Park Library site. As a result of dependable warning systems, loss of life from tsunami rarely occurs in the United States. In addition, the amount of damage is dependent upon the site, angle of approach and contour of the coastline relative to the approaching wave. Significant property damage could occur within the areas indicated on the Flood Hazards Map.

Additionally, there could be danger from the Seal Cove Fault, a fault considered potentially active (a potentially active fault is one which has not been proved to have moved within the last 11,000 years, but which has moved within the last 2 to 3 million years). The fault is much smaller than the San Andreas Fault and, therefore, damage from ground shaking would primarily result from the San Andreas Fault. However, the fault is located one mile off shore and the damage from a tsunami could be serious. The entire coastline could be hit by a 10-foot wave with very little notice except earthquake shaking.

Within Pacifica, only Laguna Salada might be subject to seiche, but the potential for significant risk is low. A greater problem is from rupturing of water tanks and high pressure water lines during an earthquake.

FLOODING

Although portions of Sharp Park Golf Course and the lower reach of Calera Creek are subject to flooding, the major flood hazard is from San Pedro Creek. Since rainfall varies between 25 and 45 inches per year, the risk of flooding is highest during and after intense storms. High tides aggravate flooding in the low lying areas. Areas prone to flooding have been delineated by the Department of Housing and Urban Development (HUD). These areas are subject to special regulation for federal flood insurance purposes and are shown on the Flood Hazards Map. The City officially adopted the Federal Insurance Administration Flood Hazards Maps dated February 4, 1981.

There are approximately 990 dwelling units and ten acres of commercial areas located within the designated flood zones. There are ten different flood zone designations; the major designations are for areas within the 100-year and 500-year flood boundaries. Based on the National Flood Insurance Rate Map, approximately half of the areas prone to flooding are in the 100-year flood boundary and the other half are in the 500-year flood boundary. The lower Linda Mar area, including the residences between DeSolo Drive and Anza Drive, and the Linda Mar Shopping Center, has historically been subject to flooding at a rate of between five (5) and ten (10) years. Minor flooding has mainly consisted of streets, parking areas and yards. Major flooding, including flooding of residences and commercial areas up to a depth of three (3') feet above the finished floor elevations in recent history, has occurred in 1953, 1962, 1972 and 1982.

The January 1982 flooding was especially severe because the damage was not only due to water, but also due to the saturated soils mixed with the storm runoff. Because of the exceptionally heavy rainfalls, hundreds of slope failures were triggered at approximately the same time that the surface runoff reached its peak. This flooded the lower Linda Mar area and deposited a layer of silt approximately 12 inches in depth. In addition, this combination of silt and water caused extensive flooding and silt damage throughout the entire City. There was extensive flooding and up to three

(3') feet of silt/debris along Springwood Way, Perez Drive, Valdez Way, Oddstad Boulevard, Rosita Road and other areas throughout the City.

The flooding was due to a combination of heavy rainfall, high tides, mudslides, overflowing of the banks of San Pedro Creek and the failure of the pump stations after the pumps were submerged for several hours. The pump stations have been repaired. At the Linda Mar Pump Station, all the electrical equipment was raised three (3') feet to help reduce the possibility of flooding of the equipment and failure of the pumps. Other safety measures, such as flood proofing, new pumps, better stand-by generators, and other improvements are considered at this time to improve the storm drainage and sewer pumping facilities.

The City is also establishing a committee to study and make recommendations regarding possible improvements along San Pedro Creek. The actual cost of improvements along San Pedro Creek is the responsibility of the adjacent property owners. The proposed construction of the Peralta bridge will eliminate the present constriction of flow at Peralta Road and San Pedro Creek. The improvements at Adobe Drive will somewhat help the flow, but will not increase the capacity of the existing culvert, except for the efficiency that will be gained by the construction of the transition structure, both upstream and downstream of the Adobe Drive culvert.

The mitigation of flood hazards and the reduction of risk and damage due to flooding is generally accomplished by one of two methods - either structurally or non-structurally. Non-structural techniques relate primarily to flood proofing of existing structures located within the flood plain, ensuring that elevation of new structures are above the level of flood hazard in order to eliminate damage from flooding of predetermined or theoretical events, establishing land use regulations which would not permit construction within a flood plain, relocation of existing structures out of the flood plain, either through acquisition and removal and/or razing, or a combination of the above.

Structural mitigation measures deal primarily through the use of flood control works, such as channelization (deepening, widening or stabilization), levee or floodwall protection, physical relocation of stream beds, enclosure of open drainage ways into pipes or culverts, construction of diversion, detention and retention facilities, or a combination of these. For the past ten years, the emphasis of the Federal Government has been on non-structural solutions to flood plain management and the thrust of their monetary assistance has been toward that end as opposed to structural solution. The National Flood Insurance Act is a small part of the overall National Flood Control Program.

Unfortunately, it is often difficult or impossible to effect non-structural solutions in areas that are almost completely urbanized. This is the type of situation which is present in the lower Linda Mar area, with very little opportunities left for intensified development. As a result, the opportunities for non-structural solutions are limited, although when they do occur, certain mitigation measures are presently required (flood proofing or elevating new or substantially altered structures out of the designated flood plain).

It is for these reasons that the City is looking toward structural solutions in the Linda Mar flood plain. Although the City will attempt to secure the maximum amount of outside agency resources (State and Federal), the

opportunities are greatly limited. Because of limited City resources, the anticipated thrust for improvements will be a project which can be borne by the benefiting property owners. The 1975 Corps of Engineers' study for San Pedro Creek identified a number of structural alternatives which would provide standard project design in terms of level of protection. After completion of the Corps study, the City elected not to pursue implementation of any of the alternatives due to extremely high local participation costs and environmental concerns. The City was not able to identify a source of funds for the project with which to finance its proportionate share of cots. The standard project design used by the U.S. Army Corps of Engineers provides a degree of protection generally between a 100-year and a 500-year event, but closer to the 500-year event. Generally, the higher the degree of protection, the higher the project cost. Assuming a greater degree of risk and lowering the degree of protection, there is usually a substantial decrease in project cost. If the City elects to pursue a course of action which would yield less than standard project design at a substantially reduced cost, the chances of Federal participation are drastically reduced. If a degree of protection less than standard project design is pursued, the area residents, in addition to the rest of the community, must fully understand that greater risk will need to be accepted.

The City's Disaster Preparedness Commission will be developing guidelines to assist residents in the event of future flooding. In addition, the City has emergency plans established to best carry out the needs required as a result of emergencies.

FIRE

The major fire problems in Pacifica are wildland fires, inadequate water supply in a few areas of older development, the steep terrain of the City, narrow streets, and the increasing cost of fire suppression. Generally, water supply and storage capacity are adequate for firefighting. The ISO[1] graded Pacifica's water service for firefighting as a Class 3, which is better than the City's overall rating of a Class 4. The terrain of the City and confined neighborhoods in steep valleys causes some delay in fire response times. However, in most cases, it is within the acceptable range of six minutes.

Cost of fire suppression is a major concern. The most effective method of controlling the increasing costs of fire suppression is to emphasize fire prevention requiring City residents and businesses to assume more responsibility for fire protection by installation of smoke detectors, fire resistant landscaping, and built-in fire protection.

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[1] The Insurance Services Office rates each Fire Department on its ability to fight fires within its area.

OTHER PUBLIC SAFETY

The primary source of water serving Pacifica crosses the San Andreas Fault. This water supply is particularly vulnerable in the event of a major earthquake. Emergency storage capacity is three to four days. Because of Pacifica's isolated location, particularly in the event of a major earthquake, a ten-day emergency water supply is desirable. This would require additional storage of 20 million gallons (MG) at each end of the system. The Water District has recently built the first 5 MG tank of a planned 20 MG additional storage system for the north end of the system on Milagra Ridge. The 20 MG at the south end would be achieved by increasing the size of the tanks to be built there in the future.

The Pacifica Police Department's primary role in an emergency includes crowd control, communications, organizing evacuations and assisting other City departments and agencies in their operations. The department needs adequate personnel and equipment to meet emergency needs.

Pacifica's codes and ordinances are adequate to protect the public's safety. However, with rising operating costs and falling revenues, predominantly residential communities, such as Pacifica, find themselves in financial straits, making labor intensive programs like code enforcement a problem. As a result, only the codes and ordinances most basic to public safety receive constant enforcement; the remainder, although beneficial, do not receive consistent enforcement.

The City's Emergency Plan is regularly updated and improved. Because of State requirements, the focus of the Emergency Plan is on preparedness for a natural disaster. Since a natural disaster is more likely to occur in Pacifica, the City has included preparedness for natural disasters, including earthquakes, unconfined fire, major flooding, tsunami, airplane accident and landslides. The City is currently updating the emergency plan and is including more specific standard operating procedures for natural disasters. The City monitors changes in the Federal Disaster Act regulations. Public awareness and disaster planning for individual neighborhoods has been included in disaster preparedness. A Disaster Preparedness Commission has been established by the City Council.

Access is a serious emergency problem in Pacifica. Access routes cross the San Andreas Fault and the City is burdened with other geotechnical problems. Therefore, the emergency routing system should take into consideration the locations of various geotechnical hazards and the types of vehicles and machinery for road repair in the City.

Emergency communications is the function of three groups: the Emergency Operations Center, the Police and Fire Departments, and the volunteer radio operators. Responsibilities and roles of these groups and agencies has been clearly defined for efficient operations.

IMPLEMENTATION

Each subject area addressed in the Seismic Safety and Safety Elements focuses attention on programs or changes which could be made to improve the

safety of Pacifica residents. The public safety issues are addressed in the policies. The action programs address specific actions the City can undertake to increase public safety.

POLICIES

1. Prohibit development in hazardous areas, including flood zones, unless detailed site investigations ensure that risks can be reduced to acceptable levels and the structure will be protected for its design life. Development shall be designed to withstand a minimum of a 100-year hazard event, regardless of the specific nature of the hazard. This concept applies to both on-site and off-site hazards. (LU) (CT)

2. Support continuing public awareness of hazards by providing citizens with hazard information, results of studies, emergency procedures and alternatives. When appropriate, buyers shall be notified of geotechnical uncertainties or potential risks and costs.

3. Prohibit mitigation measures for potential geotechnical hazards if the mitigation measures could adversely affect surrounding public or private property. For example, use of the public right-of-way as a landslide repository could adversely affect public health, safety, and welfare. (LU)

4. Prohibit seawalls which are necessary as a mitigation measure for new development. Projects should not be approved which eventually will need seawalls for the safety of the structures and residents. (CT)

5. Do not locate structures which are necessary for protection of the public's health and safety, provide for public assembly, or emergency services in hazardous areas unless no reasonable alternative exists. (CF) (LU)

6. Encourage inspection of existing non-residential structures located within fault zones. (LU)

7. Maintain an emergency plan which provides adequate response to disasters, including emergency ingress and egress communitywide and for individual neighborhoods. (CD) (CF)

8. Support the Water District in its efforts to provide adequate water service and emergency water storage. (CF) (LU)

9. Provide and publicize a Citywide emergency communications system. (CF)

10. Emphasize fire prevention measures. (LU)

11. Code enforcement shall be an important City function. (LU)

12. Encourage commercial and residential code compliance. (LU)

ACTION PROGRAMS

SHORT TERM

1. Enforce and monitor ordinances requiring geotechnical site investigation for any site with an average slope exceeding 15% prior to allowing site development. Require geotechnical studies for sites with slopes less than 15% if appropriate. The impacts of increased water runoff from proposed development should be determined as part of the geotechnical study prior to site approval. (LU)

2. Require that development in marginally hazardous areas be designed and engineered to protect life and property. (LU)

*3. Develop regulations which consider location in a flood zone and tsunami run-up areas as major factors in determining future land uses. (CD) (LU)

4. Geotechnical studies should include at least a preliminary study of expansive and creeping soils, as well as appropriate analysis of erosion, seismic, tsunami, and other geotechnical hazards.

5. Development in areas subject to flooding should be carefully reviewed for public safety and property loss prior to permitting new development or redevelopment. (LU)

6. Encourage a voluntary program among real estate salespersons and lenders to advise potential homeowners of the geotechnical hazards in various parts of the City, the degree of risk and available insurance programs.

*7. Continue to increase public education about various localized fire hazard problems, such as wildfires and areas with limited access. (CF)

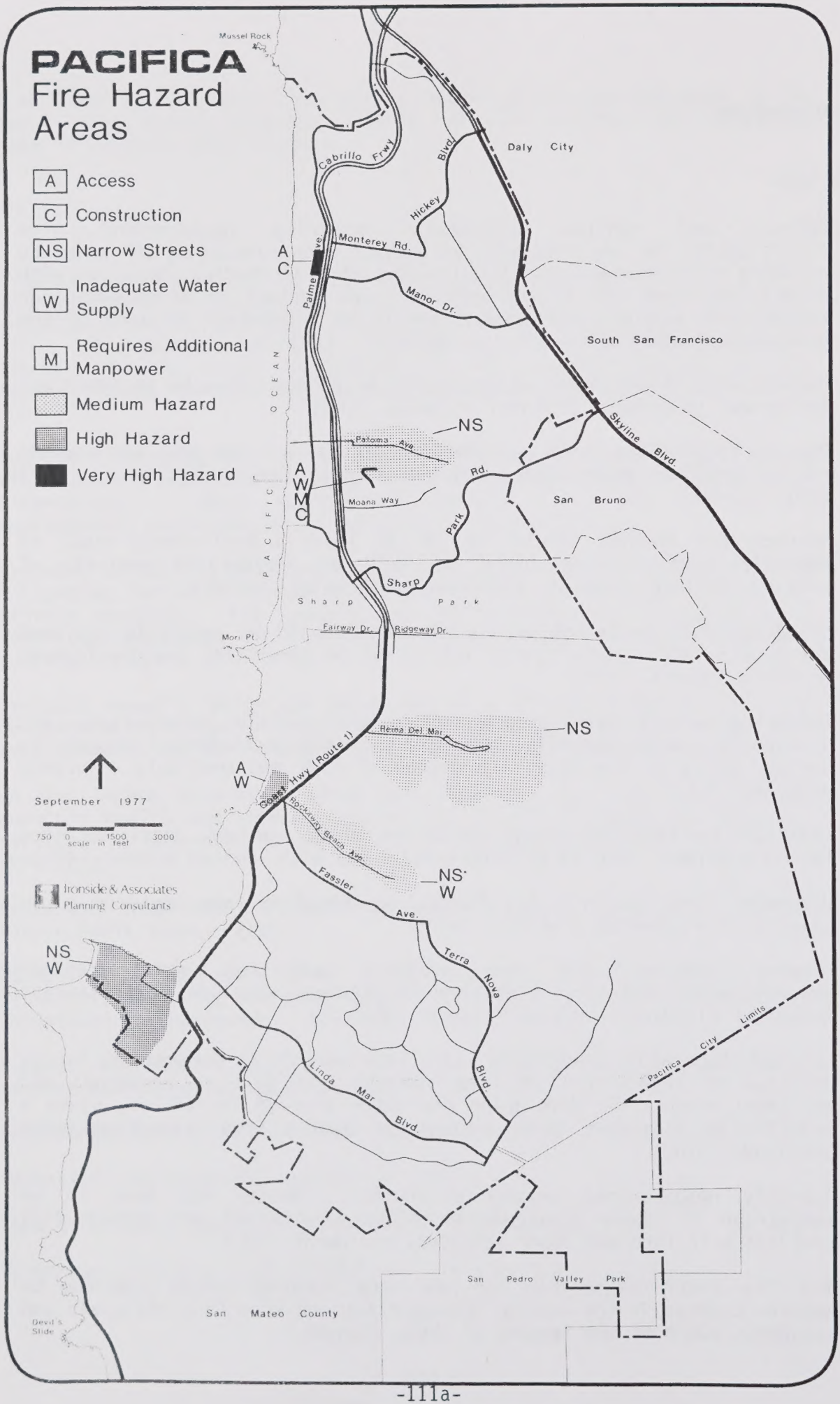
*8. Determine areas potentially affected by flooding from ruptured water tanks in the event of a seismic event.

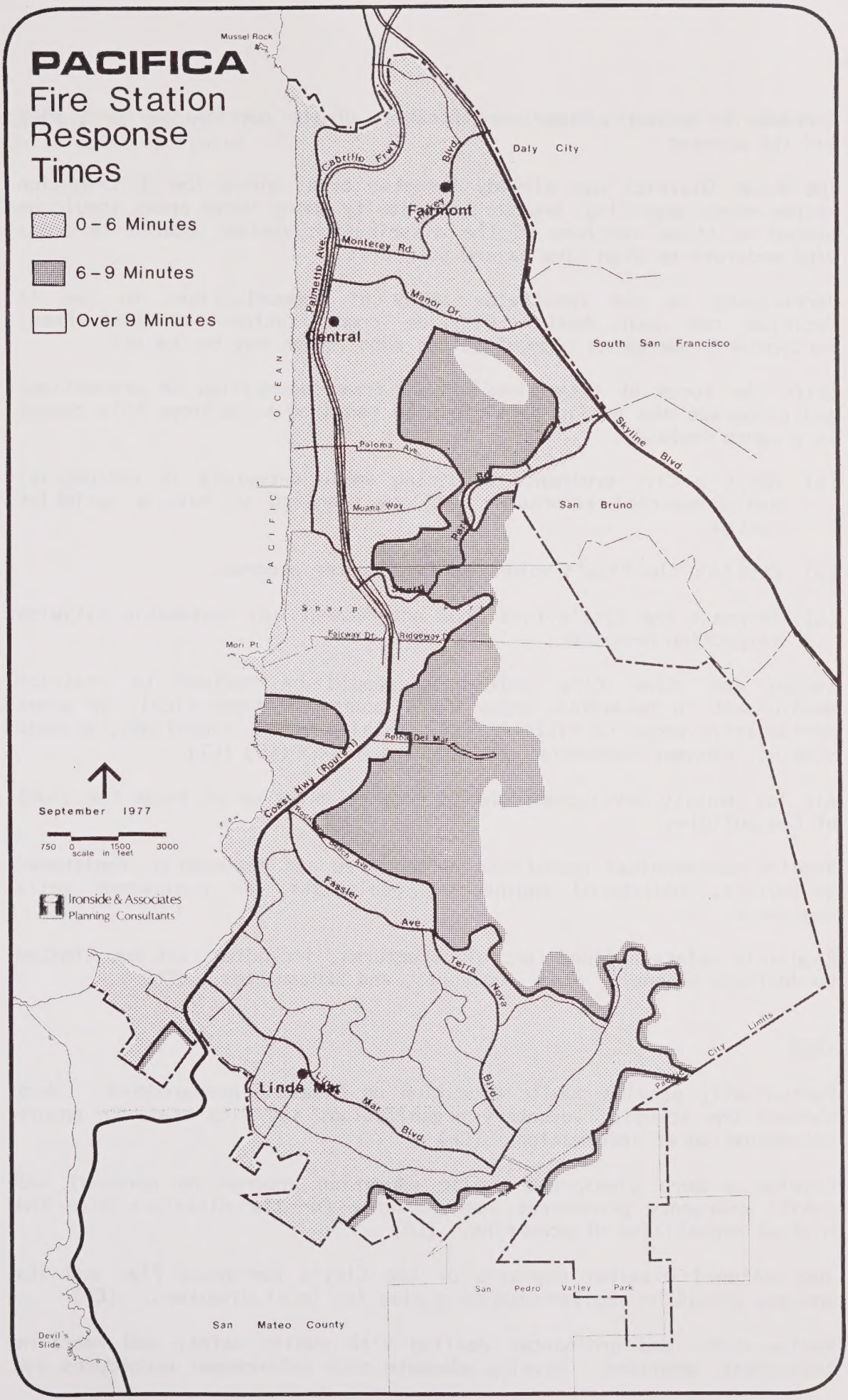
*9. Develop programs for the public's education and emergency preparedness. Also in siting new facilities, consider the potential hazard of flooding from tank rupture. (CF)

10. Consider type and locations of major fire hazards in determining future location or relocations of fire stations, as well as personnel and equipment needs. In developing new water storage facilities, place a priority on locations least subject to impacts from seismic activity and landsliding.

*11. Identify neighborhood evacuation routes. Routes may have to be pedestrian in those areas where access is limited and egress will conflict with fire and other emergency equipment. (C)

12. The City staff responsible for emergency planning should continue to monitor changes in the Federal Disaster Act and keep City officials and residents aware of the impacts of these changes.


PACIFICA
Fire Hazard Areas
A Access
C Construction
NS Narrow Streets
W Inadequate Water Supply
M Requires Additional Manpower
Medium Hazard
High Hazard
Very High Hazard
Mussel Rock
Daly City
Cabrillo Frwy
Hickey Blvd.
Monterey Rd.
Palmetto Ave.
Manor Dr.
South San Francisco
OCEAN
PACIFIC
Skyline Blvd.
Park Rd.
San Bruno
Sharp Park
Fairway Dr.
Ridgeway Dr.
Mori Pt.
Reina Del Mar
Coast Hwy (Route 1)
Fassler Ave.
Terra Nova Blvd.
Linda Mar Blvd.
Pacifica City Limits
San Pedro Valley Park
San Mateo County
Devil's Slide
September 1977
750 0 1500 3000
scale in feet
Ironside & Associates
Planning Consultants


PACIFICA
Fire Station
Response
Times
0 - 6 Minutes
6 - 9 Minutes
Over 9 Minutes
Mussel Rock
Daly City
Fairmont
Central
Monterey Rd.
Manor Dr.
Palmetto Ave.
Cabrillo Fwy
Junipero Serra Blvd
OCEAN
PACIFIC
South San Francisco
Skyline Blvd.
Paloma Ave.
Moana Way
San Bruno
Sharp Park Rd
Mori Pt.
Fairway Dr.
Ridgeway Dr.
Reina Del Mar
Coast Hwy (Route 1)
Fassler Ave.
Terra Nova Blvd.
Linda Mar
Linda Mar Blvd.
City Limits
San Pedro Valley Park
San Mateo County
Devil's Slide
September 1977
750 0 1500 3000
scale in feet
Ironside & Associates
Planning Consultants

13. Continue to maintain State certification of the current emergency plan and its annexes.

14. The Water District has already targeted areas where the distribution system needs upgrading; however, a priority among these areas should be placed on those sections of the distribution system located in areas with moderate or high fire hazard potential.

*15. Participate in the Countywide study of communications to see if Pacifica can gain better Citywide communications at less cost; particularly emergency communications when access may be cut off.

*16. Shift the focus of City firefighting from suppression to prevention; and encourage the public participation required to achieve this change in program emphasis.

(a) Adopt a City ordinance requiring smoke detectors in residential and commercial structures not now required to have a sprinkler system.

(b) Continue the City's volunteer firefighter program.

(c) Increase the City's Fire Code enforcement and systematic Citywide inspection programs.

*17. Zoning and other City ordinances should be revised to restrict development in hazardous areas where access is impractical, or areas particularly prone to hillside and coastal erosion, landslides, seismic shaking, tsunami inundation, or flooding. (OS) (LU) (CT)

*18. All low density development should require exits on at least two sides of the building.

19. Require geotechnical reports to be prepared and reviewed by registered geologists, registered engineering geologists, or registered soils engineers.

20. Regularly maintain flood control structures, including, but not limited to drainage channels, pipes, culverts, and stream beds. (CF)

LONG TERM

*1. Periodically provide public education on disaster preparedness. Work through the schools, voluntary organizations and City staff to ensure dissemination of information. (CF)

*2. Develop a more widespread public education program on personal and public emergency procedures, particularly for the disasters with the highest probability of occurring. (CF)

*3. The national disaster emphasis of the City's Emergency Plan and its annexes should be supplemented by a plan for local disasters. (CF)

*4. Review codes and ordinances dealing with public safety and reaffirm those most important. Develop adequate code enforcement procedures and

staffing to ensure that these codes and ordinances accomplish their public safety purposes.

CONSERVATION ELEMENT

The Conservation Element is mandated by Section 65302(d) of the Government Code which describes the intent of this element as considering the conservation, development and use of natural resources within the City's jurisdiction. Guidelines for this element focus on the broad range of natural resources, but emphasize working with agencies providing water to develop policies and programs for water use and protection. Water as a resource has been included in the Seismic Safety and Safety Element. Analysis of available sources, capacities and quality appear in the General Plan Background Report. Because of their increasing importance, energy and air quality were given special attention in the preparation of this element.

Conservation Element data was presented in the General Plan Background Report, September 1977. Analysis of the information, including identification of resource problems, is included here, along with a more detailed implementation section which serves as a basis for the planning action programs.

. LOCAL RESOURCE ANALYSIS

The ocean is a primary factor in Pacifica's environment. The Local Coastal Program Background Report and Access Component identify and indicate ways to protect and enhance the various potentials of the ocean waters.

The City deposits its sewage effluent and storm runoff in the ocean, creating a potential affect on shoreline water quality. To reduce potential problems, the City is improving wastewater treatment from primary to secondary. Inflow and infiltration into the sewage collection system, particularly in the Linda Mar area, results in overflows during long periods of wet weather. The exact locations of this problem are unknown and difficult to assess. The magnitude of the problem and the cost of correction are estimated to be great. The City should seek assistance to investigate and reduce this problem.

Of the six creeks and several drainage basins in Pacifica, only San Pedro Creek in Linda Mar provides year-round flow. Because San Pedro Creek is part of the City water supply and a locally important steelhead trout habitat, protection of its substantial watershed is important. Moreover, because of the potential for downstream flooding, runoff and erosion from developed areas should be considered a major factor in future development within the Creek's drainage area.

The City and County of San Francisco Watershed is located along the eastern edge of Pacifica. Crystal Springs Reservoir is located within this area and is the primary source of Pacifica's water supply. Because of the regional and local importance of the watershed, the City should protect the area from public encroachment, except as approved by the City and County of San Francisco.

Native vegetation in Pacifica is primarily Coastal Prairie vegetative habitat and low shrubs. Protection of this vegetation on steep slopes is critical to reducing erosion and runoff. Development in the past 20 years has left many barren hillsides. Revegetation of the hillsides would improve their habitat quality, as well as reduce erosion and improve their

appearance. New development should be designed to protect existing vegetation, particularly on slopes.

Since the turn of the century, man has introduced trees in Pacifica. Because of their importance to the City and to the quality of its residential neighborhoods, the City should develop a program for planting and managing trees.

There is one wetland area in Pacifica, the Laguna Salada at Sharp Park Municipal Golf Course.. The wetland provides habitat for the San Francisco garter snake, a rare and endangered species. The Laguna Salada should be protected because it is one of the few known snake habitat areas in public ownership. With leadership by the California Department of Fish and Game and participation by Pacifica, a species protection committee has been formed to promote and manage the snake habitats.

Pacifica's coastal and inter-tidal zones provide extensive areas for local and migratory birds. Because these areas are fragile and easily disturbed by development and overuse, they should be carefully evaluated and protected.

Although San Pedro Creek is small, it supports a locally valuable steelhead trout population. Because of the declining number of streams in San Mateo County which still support steelhead, regulations and programs to protect riparian vegetation, prevent dumping, regulate urban runoff into the stream, and other stream habitat protection measures should be established. San Mateo County is participating in this effort through its 208 planning.

In April of 1987, the State Mining and Geology Board (the Board) designated the Pacifica Quarry and Mori Point as a construction aggregate resource area of regional significance. The classification and designation maps relating to the Quarry and Mori Point are incorporated herein by reference.

The following policy statements are provided in compliance with the provisions of the Surface Mining and Reclamation Act, which require that affected cities adopt statements of policy regarding areas designated as construction aggregate resource areas of regional significance.

The City recognizes that the Board has designated the mineral resources located at the Pacifica Quarry and Mori Point as a construction aggregate resource of regional significance, and has received the maps prepared by the Board in connection with this designation which are incorporated herein by this reference. The following reports are also incorporated herein by reference: Special Report 146, Mineral Land Classification: Aggregate Materials in the San Francisco-Monterey Bay, 1986; and Designation Report No. 7, Designation of Regionally Significant Construction Aggregate Resource Areas in the South San Francisco Bay, North San Francisco Bay, Monterey Bay Production-Consumption Regions, January 1987.

The City shall refer to and consider the information prepared by the Board when making land use decisions relating to the Pacifica Quarry. However, it is noted that the Quarry is no longer operating, and the resource has been diminished by several years of operation. The quarry operator has abandoned quarrying, believes the minimal amount of local development does not justify use of the site as a quarry, and intends to satisfy regional customers from his quarry operation located near Brisbane in San Mateo County. Therefore, the regional significance of the Quarry as a construction aggregate resource has been substantially diminished, and the City encourages reclamation of

the site. Such reclamation may include removal of mineral resources, depending on the specifics of a revised Reclamation Plan. After reclamation is completed, the City's Redevelopment Plan calls for development of the Quarry with visitor-serving commercial uses, and possibly some residential uses. It should also be noted that San Francisco garter snakes have been sighted on and near the quarry property. Prior to any substantial disturbance to the site, including, but not limited to mining, reclamation, or development, it shall be required that a qualified biologist determine potential impacts on habitat area and that all requirements of the Endangered Species Act be met. Riparian vegetation shall also be protected and enhanced as required by the Coastal Land Use Plan. The above factors shall also be considered when making land use decisions relating to the Quarry.

The City shall refer to and consider the information prepared by the Board when making land use decisions relating to Mori Point. However, it is noted that a mineral extraction operation on Mori Point would be in conflict with the City's adopted General Plan and Local Coastal Plan, would be inconsistent with the planned and pending land use of the property, could exacerbate potential erosion problems, could prohibit coastal access, may disrupt the habitat of the rare and endangered San Francisco garter snake, and would be incompatible with the existing single-family neighborhood to the north of the property. These factors shall also be considered when making land use decisions relating to Mori Point.

In order to ensure the continued acknowledgement of the information prepared by the Board, a notice shall be recorded on the property titles for the Pacifica Quarry and Mori Point which identifies the presence of the mineral deposits identified by the Board.

In summary, the City must balance competing interests in making land use decisions. The City recognizes the importance of mineral resources at the Pacifica Quarry and Mori Point properties as identified by the State Mining and Geology Board. The City supports the conservation and development of identified mineral resources. At the same time, the City must recognize other State policies and regulations. In particular, policies and regulations of the Coastal Act and the Endangered Species Act may conflict with the Board's interest in encouraging mining activities on Mori Point. For example, Coastal Act policies state that the use of private lands suitable for visitor-serving commercial recreational facilities designed to enhance public opportunities for coastal recreation shall have priority over general industrial or commercial development. The City's General Plan and Local Coastal Land Use Plan are consistent with Coastal Act policies by calling for development of visitor-serving facilities on the two properties.

Except for the dunes, most of Pacifica has average quality soil. Only the dunes fall into the infertile category. All other soils easily support vegetation. Native vegetation in Pacifica runs to Coastal Prairie and Coastal Bluff Scrub and low shrubs. When people trample over the Coastal Prairie and North Coastal Bluff Scrub, it leads to scarring and erosion.

Aspects of atmosphere of particular concern in Pacifica are climate and air pollution. The off-shore high pressure system and upwelling of deeper, cold water just off the coast result in frequent summer fogs and dry weather. Perhaps the most striking thing about Pacifica's weather is that it varies dramatically between valley and coastal areas within the City. During the summer months, fog and high humidity discourage outdoor activity, but keep

residents cool. During a normal winter, the area experiences substantial rainfall.

Air quality is good.[1] The City and coastal corridor should not experience any sub-regional air pollution problems exceeding the National Ambient Air Quality Standards (NAAQS), with the remote exception of a chance of isolated conditions exceeding the NAAQS for carbon monoxide (CO) under cases of heavy traffic congestion and/or rare meteorological conditions.[2] The normal wind trajectories for the coastal area are such that they do not traverse any metropolitan areas.[3] As a result, transport of pollutants is negligible.

The predominantly moderate winds and the distance from the more populated urban center of the San Francisco Bay Area Air Quality Control Region (AQCR) should result in a very good mixing and dilution of any pollutants produced in the Coastal Corridor before they reach the central bay basin. This dilution should minimize the potential effects of any of the corridor emissions upon the bay basin air quality and prevent concentrations of pollutants in the corridor from degrading the area which already experiences air quality pollutant problems.[4]

The energy shortage is both a national and local problem. Effective local energy conservation measures must be the product of active citizen participation, particularly in Pacifica where City revenues are critical. The City has a number of energy-saving programs, including a volunteer recycling center, a bicycle-pedestrian pathways plan, SamTrans local and commuter bus service, and a life-cost cycle purchasing program. Additional programs to be considered include: amendment of the Uniform Building Code to require heat-retaining insulation, limits on glass in new construction, increased setbacks to permit more window exposure helpful to heating a home, incentives for solar heating, and review of City actions to maximize energy conservation.

Obviously, these programs would affect many City residents. It is important to recognize the inherent conflicts of goals within the planning process. Pacifica wishes to continue to provide low and moderate income housing, but requirements that are too strict could make it impossible for low and moderate income families to afford housing in the City. Therefore, the cost impact of these programs should be weighed against energy saved. Experience in other communities shows that most energy-saving features more than pay for themselves over the life of the structure; however, the capital expenditure is at the beginning.

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1 CalTrans, San Mateo Coast Corridor Air Quality, Environmental Quality Branch, January 1975. This technical study was a part of the San Mateo County Coastal Corridor Study undertaken by ABAG and MTC.

2 Ibid., p.2.

3 Ibid.

4 Ibid., p.3. Confirmed by Mike Kim, Research and Planning Branch, Bay Area Pollution Control, Interviewed in August 1978.

IMPLEMENTATION

The policies and action programs of the Conservation Element are included in the Policies and Action programs and comprise the implementation program for the Conservation Element.

NOISE ELEMENT[1]

Government Code 65302(g), as amended by Senate Bill 860 (1975), requires a Noise Element of all General Plans to provide a basis for comprehensive local programs to control and abate excessive environmental noise. The primary objectives of the Noise Element, as laid down in the guidelines, are:

1. To provide enough information on the community's noise environment that noise may be considered in land use planning;

2. To identify locations in the community deemed "noise sensitive";

3. To develop strategies to abate or mitigate excessive noise exposure situations or locations; and

4. To provide necessary ground work for an effective local Noise Ordinance to allow compliance with State noise insulation standards, to resolve noise complaint situations, and to ensure that noise continues to be considered in future land use and development activities.

The basis for determination of noise compatibility and use is contours of equal energy noise exposure expressed in terms of Community Noise Equivalent Level (CNEL). There is difficulty in measuring these terms with great accuracy, particularly as the distance from the noise sources increases. Therefore, when dealing with noise contours, it is best not to think of them as an absolute line of demarcation on a map, but rather as bands of similar noise intensity. It is also important to note that generally the impact of urban development or vegetation on sound may not be as great as expected.

The primary source of surface noise in Pacifica is the arterial/collector street system. Highest levels, 75 dB, are generated by Highway 1. No stationary noise sources have been identified, since Pacifica has no significant industrial areas where fixed noise sources are usually located. Aircraft noise is not considered a problem for Pacifica under present conditions.

When looking at the number of people exposed to higher noise levels (above 60 dB), the Noise Inventory Chart shows that 79 percent of the population lives in a relatively quiet environment. Of the remaining 21 percent, 13 percent are subject to 60-65 dB, seven percent are subject to 65-70 dB, and less than one percent are subject to over 70 dB.

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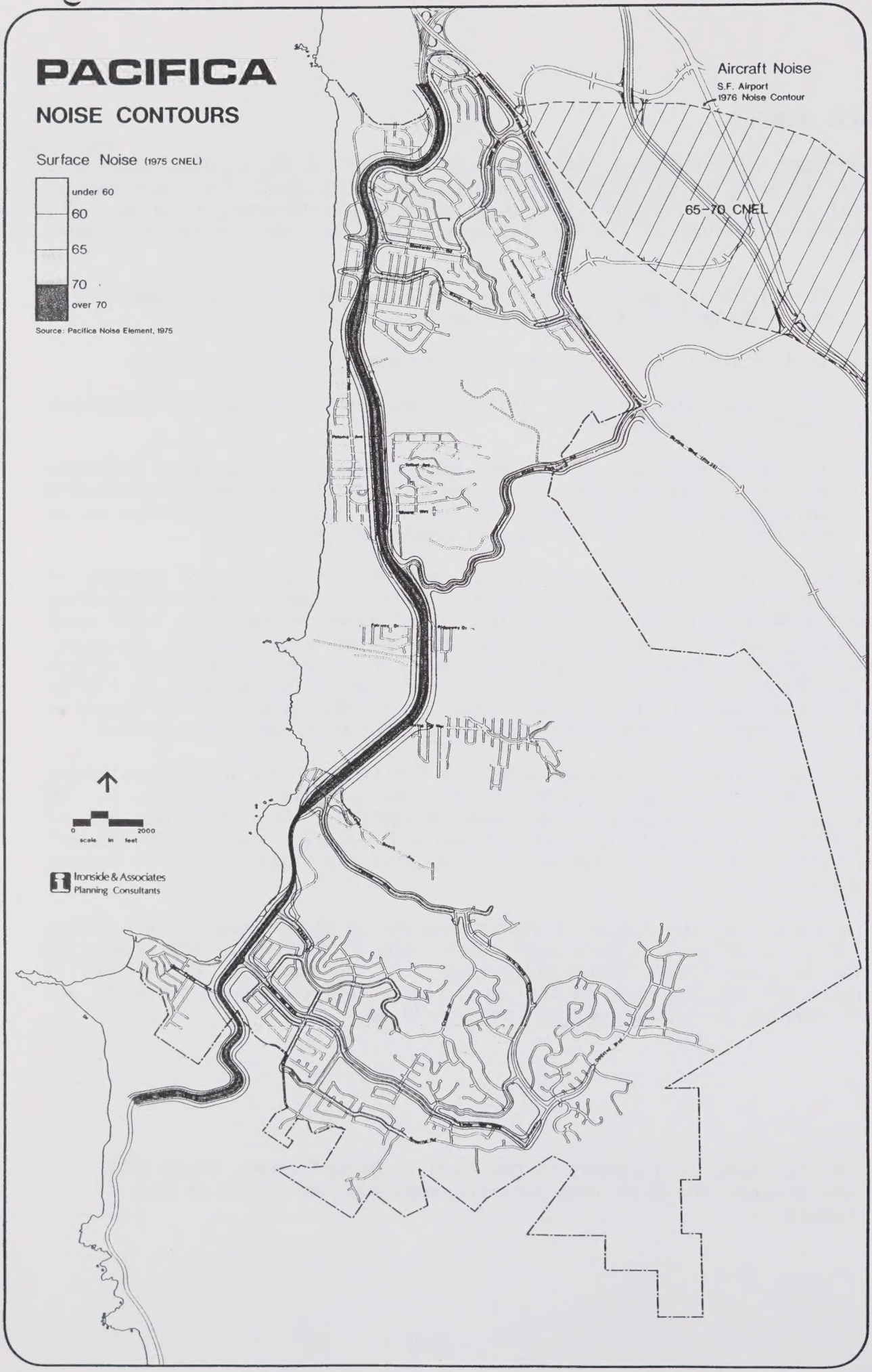
1 The following is a summary of the Pacifica Noise Element, March 1978, and includes the major data analysis, maps and conclusions of that report.


PACIFICA
NOISE CONTOURS
Surface Noise (1975 CNEL)
under 60
60
65
70
over 70
Source: Pacifica Noise Element, 1975
Aircraft Noise
S.F. Airport
1976 Noise Contour
65-70 CNEL
0
2000
scale in feet
Ironside & Associates
Planning Consultants

A look at future noise levels indicates that State and Federal requirements to reduce noise from vehicles and reduction in energy consumption will result in reductions in surface traffic noise levels by 5 dB in 1995 and an additional 7 dB by 1995. The reduction in aircraft noise is less easy to determine, although studies for San Francisco Airport indicate a 5 dB reduction by 1986.

Assuming a fairly conservative reduction of 5 dB in surface and aircraft noise, a marked improvement is achieved in Pacifica's noise environment. Less than one percent of the 1995 population will be subject to noise greater than 65 dB, as compared to eight percent in 1977. The proportion of the City population living in a noise environment of less than 60 dB will increase from 79 to 93 percent over the 1977-1995 period. The major noise source will continue to be the Route 1 and Skyline Boulevard corridors, but noise levels will be lower.

The element reviews in some detail various noise mitigation measures which the City can undertake. These mitigations range from administrative and monitoring activities to codes and ordinances altering construction standards (See Noise Element, p. 18-19).

There is a clear relationship between noise levels and comprehensive planning through land use. While it was shown in Pacifica that future population would be subject to less noise, this should not suggest that the City government become passive and complacent on the subject. There still remains the problem of dealing with noise in the short-term future. This requires directing growth toward the more quiet areas while waiting for noise reducing events to reduce noise in the noisier areas.

OPEN SPACE AND RECREATION ELEMENT (1984)

The Open Space Element is mandated by Government Code Section 65302(e) to encourage recognition of open space as a limited and valuable resource for which a plan should be developed. Local plans should be in accord with State and regional open space plans to provide a comprehensive open space program. Statewide, open space planning relates to the need to ensure that land will continue to be available for the protection of food and fiber, to discourage noncontiguous development patterns which unnecessarily increase the cost of community services, and to assure that cities and counties recognize open space as a limited and valuable resource. Explicit in the State General Plan Guidelines is the assumption that an effective open space program must be undertaken at all levels of government.

For Pacifica, open space is defined as any area which provides recreation, significant visual assets for the City, or is vital for the preservation of irreplaceable natural resources. Open space does not preclude use, nor does it require public ownership. Land uses which would be compatible with this definition are those which preserve natural resources (including animal habitat), provide for the managed production of resources, provide for outdoor recreation, and provide for the public's health and safety (including areas which require special management or regulation because of inherent hazardous conditions, such as earthquake faults, unstable soils, steep slopes and similar limiting qualities).

Use of, and access to, open spaces for recreation are important factors in assessing the value to the City of these areas in and around Pacifica. For this reason, the open space plan includes definite principles and standards for improvement of existing and establishment of new recreation areas and facilities. These principles and standards constitute a Recreation Element in addition to the required Open Space Element.

SUMMARY AND CONCLUSIONS*

Pacifica has a unique physical setting in the Bay Area. The scenic qualities of hillsides, beaches and ocean combine to give the City an open quality usually found only in rural areas far from urban encroachment. These scenic qualities have significant aesthetic and potential economic value to the City.

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* This section is a summary of the following text and the March 1978 Open Space Element.

Open space areas and facilities include City, County, State and National parks, schools, greenbelts, trails and bluff-top areas. Other open space opportunities include ridgelines and coastal access points. An inventory of publicly owned open spaces is shown on the Open Space and Recreation Facilities Table. The General Plan Land Use Element and Map also provide an inventory of privately owned lands that possess open space qualities (significant visual assets, outdoor recreation potential and/or animal habitat value). Some of these areas are designated Special Area. In such cases, language in the Land Use Element indicates valuable open space qualities to be preserved. Other areas shown as Open Space Residential or Prominent Ridgeline are regulated as to the density of development achievable to preserve open space values in these areas.

In 1988, the Open Space Task Force completed the Pacifica Open Space Task Force Report. The report identifies 51 parcels deemed to have open space values worth preserving. The report contains a number of recommended actions to help preserve open space, including adoption of a Transfer of Development Rights (TDR) Ordinance. Such an ordinance will help accomplish the policies and goals of this element.

Schools are important neighborhood facilities in Pacifica. The City uses and maintains playfields and equipment jointly with the School District. In some cases, these provide the only developed play areas for a neighborhood. In general, as schools providing needed recreation facilities are temporarily used for other purposes or discontinued, playground and field facilities should continue to be available for use by neighborhood residents; otherwise, they should be replaced.

In addition to the various City parks, the City also owns "greenbelt" areas, some of which are steep slopes unsuitable for development. The City has plans to vegetate areas not suitable to become developed recreation areas. The potential for erosion is significant. Suitable native or drought-resistant plants should be introduced. In areas where greenbelts contain formal trails, this use should be preserved and the trails maintained. The City owns beaches along Esplanade and San Pedro Beach. These areas should be improved with access and parking in cooperation with State agencies.

Federal, State and County parks represent an important asset in Pacifica. San Mateo County owns two large areas along the coastal ridge; San Pedro Valley County Park, a natural recreation area with strictly regulated uses, and Milagra Ridge County Park which is, for the present, intended to remain undeveloped. The City and County of San Francisco own and operate Sharp Park Golf Course and rifle range. The State owns Sharp Park Beach. Parking and access are critical here. Sweeney Ridge is now a part of the Golden Gate National Recreation Area. The City should work with the GGNRA to establish suitable access points.

The ridges make a major contribution to the open space quality of Pacifica. Several prominent ridgelines are in private ownership. Because of their importance to the character of the City, the visual perception of open ridgelines should be retained. (See Land Use Element, Prominent Ridgeline Designation). Historic trails to the Portola Discovery Site should also be developed and preserved.

Pacifica's six-plus miles of coastline and beaches constitute a unique open space resource. A wide variety of recreation opportunities exist here, including isolated beach experiences, outstanding fishing, surfing, tide-pooling and diving. Much of this beach frontage is in private ownership. As development occurs, the City must ensure continued public access to the beach at suitable areas. The Access Component of the Coastal Land Use Plan designates access location; the implementation phase of the Coastal Plan will indicate methods of achieving this objective.

There are a number of open space links in Pacifica, including pedestrian-equestrian, pedestrian-bicycle, and equestrian trails. The proposed County Ridgeline Trail would extend from Daly City along the coastal ridgeline to Pacifica, Montara Beach and then south to Big Basin State Park. This will be a multi-county pedestrian-equestrian trail.

The City has developed a pedestrian-bicycle pathway system. The basic element of this system is the north-south pedestrian-bicycle trail which roughly parallels the Highway 1 right-of-way south to the City/County line. Inland neighborhoods and ridgeline trails connect to the main north-south trail by designated pathway links. There also is an informal City equestrian trail from the coastal area to the inland ridgeline under Highway 1 at Sharp Park Municipal Golf Course. Riders can use this trail to explore the coast and ridge. With a permit from the San Francisco Water District, riders may also gain access to riding trails within the San Francisco watershed.

In order to provide for public health, suitable local open space within neighborhoods should be dedicated as development occurs. Because of Pacifica's extensive community and regional outdoor recreation facilities, the need is more for local neighborhood facilities.

IMPLEMENTATION

Objectives in the Open Space and Recreation Element shall be accomplished consistent with the following guidelines. Policies that constitute these guidelines are divided into three section - Distribution, Improvement and Protection, and Access.

Distribution:

1. Most areas within the community provide opportunities for views of large scale open spaces. These open spaces should be protected by land use regulations. Smaller scale green spaces, however, may be either absent in some areas or lacking in scenic quality. A tree planting program and additional landscaping for existing open spaces would improve the situation. Community, volunteer or neighborhood organizations have been, and should continue to be, enlisted to assist the City in planting and initial tending. The City should also encourage businesses to install landscaping. Forestation of City greenbelts should be a priority.

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* Thus far, over 15,000 trees have been planted within greenbelts through the City's forestation program.

2. The City of Pacifica can be broken down into numerous neighborhood units. Each neighborhood should be served by either a neighborhood park or elementary school playground. In neighborhoods containing elementary schools, basic recreation needs will continue to be met by the school facilities. If a change of use is proposed for elementary schools which provide primary recreation resources for the neighborhood, the playground and field facilities should be continued to be available to neighborhood residents or the recreation resource should be replaced. Areas served only by school facilities include the following districts: Westview, Pacific Manor, West Sharp Park, Vallemar, and the majority of Pedro Valley. Developed neighborhood recreation areas are lacking in the West Fairway Park, Rockaway Beach, and Pedro Point neighborhoods; priority should be placed on these areas.

3. Based on the amount of local park acres (232.5 acres) including City parks, elementary school sites with leases, and sports fields with Joint Powers Agreements, there is a ratio of 6.29 acres parkland for every 1,000 population (based on a population of 37,000). Because of Pacifica's extensive community and nearby regional outdoor recreation areas, the need is more for local neighborhood facilities. To accomplish this and provide for public health, suitable open space shall be dedicated, or in-lieu fees paid, in accordance with State law. Where fees in-lieu of land dedication are agreed to, the funds should be earmarked for purchase and improvement of open space where needed within a reasonable relationship to the neighborhood.

4. The City shall periodically assess park site and facility needs within each neighborhood, taking into account access to existing sites, demographics and neighborhood topography. When complete, this assessment shall be adopted and considered a part of the Recreation Element.

5. Neighborhood parks should range in size from a minimum of five acres up to 20 acres, serving populations of two to 10,000 with a service area between one-quarter and one-half mile. Variations to these standards should be taken into consideration in regard to natural or artificial boundaries, such as hills, highways, streams or major streets. These standards for neighborhood parks are in accordance with National Park and Recreation Open Space Standards as adopted by the National Recreation and Park Association.

6. Recreation Standards: Population ratio method.
By classification and population ration.

Classification	Acres/ 1000 People	Size Range	Population Served	Service Area
Playlots	*	2500 sq. ft. to 1 ac.	500-2500	Subneighborhood
Vest pocket parks	*	2500 sq. ft. to 1 ac.	500-2500	Subneighborhood
Neighborhood parks	2.5	Min. 5 ac.	2000-10,000	1/4-1/2 mile

		up to 20 ac.		
District parks	2.5	20-100 ac.	10,000-50,000	1/2-3 miles
Large urban parks	5.0	100+ ac.	One for each 50,000	Within 1/2 hour driving time
Regional parks	20.0	250+ ac.	Serves entire population in smaller communities; should be distributed throughout larger metro areas.	Within 1 hour driving time
Special areas and facilities	*	Includes parkways, beaches, plazas, historical sites, flood plains, downtown malls, and small parks, tree lawns, etc. No standard is applicable.		

Improvement and Protection:

1. Some open spaces now in private ownership, but too hazardous to develop, should be protected through appropriate development restrictions. These restrictions would remove the uncertainty about the future use of these lands.

2. The City should strive to bring beach frontage into public use through purchase or dedication. Improved and controlled access to the beaches will add to the enjoyment of this recreational asset.

3. In order to improve the appearance of developed areas and reflect and enhance undeveloped areas, the design of major streets at the entry to neighborhoods and areas of significant visitor interest should be improved with side and median planting strips or easements and include native vegetation, wherever feasible.

4. Beaches and other suitable undeveloped areas on the coast should be utilized to their greatest public recreation potential. In order to accomplish this, near shore development should be encouraged where consistent with coastal land use policies and with the character and purpose of the beach area.

5. Retention of open space areas should be encouraged in developments whenever the natural landscape, scenic resources or public access can be preserved, enhanced or provided. Use of open spaces could include hiking and riding trails, vista points or off-street play space.

6. New neighborhood park development should preserve, protect and enhance off-site and, where possible and consistent with public safety, on-site natural beauty and terrain.

7. The City should periodically update its commitment to operating and maintenance agreements affecting individual school sites. Census data and surveys of neighborhood park needs should be used in conducting reassessment studies.

8. A method for voluntary transference of development rights from undeveloped areas which contain open space and recreation value to less environmentally significant or sensitive areas should be developed.

9. Public purchase of privately held lands should be encouraged when such lands are considered of significant value as open space resources. Public purchase for open space and recreation purposes would serve both the community and the area by emphasizing the City's coastal and rural environment.

Access:

1. The Coastal Plan Access Component outlines appropriate beach access points. Most of the ridgeline and hillside open areas have no developed access. Preservation of these areas would be aided by discouraging random pedestrian use and providing corridors for activity. Policing and safe use of these areas are problems that should be addressed in any access proposal.

2. In order to ensure that local trails will be integrated with those outside the City, access to local hiking and riding trails shall be provided or preserved in new developments in accordance with approved trail maps within this Element and the Circulation Element. Where existing development precludes establishment of appropriate trail connections and no other feasible alternative exists, the City should attempt to obtain easements for that purpose.

3. To enhance public safety and facilitate visitor access, safe bicycle and walking paths should be established between neighborhoods and through the City.

4. Access to open space, including coastal areas, by improved or unimproved routes, should be provided only where consistent with public safety and security. Access should be actively discouraged where safe use cannot be ensured and alternate access provided.

5. Access to trails adjacent to existing residences should be upgraded to increase resident security and limit entry by off-road vehicles.

6. Formal access to major park facilities should be provided only where off-street parking can be provided. Informal access at other locations should not be promoted.

7. A sign program should be developed for all recreation areas.

FAIRMONT EAST AND WEST

The Fairmont neighborhoods contain a variety of established recreation areas listed within the inventory of open space and recreation resources. Facilities include 11 acres of City parks containing areas and facilities for active play, 17.5 acres of greenbelts and trails, and a 12.4 acre school site containing sport fields and play equipment. The neighborhood also contains a .5 acre vista point off Edgewood Drive. City parks and school

facilities, otherwise separated by topography, Highway 1 and the local street system, are linked by several miles of integrated pathways within greenbelts. These off-street trails and related access points are designed to:

1. Allow pedestrian access to all park and recreation facilities from different parts of the neighborhood.

2. Minimize the potential for visitor and resident parking conflicts.

3. Increase the safety of visitors to park and school sites, and

4. Permit enjoyment of scenic views of ridgelines and the coast to the south.

Use of greenbelts for these purposes is unique to the Fairmont and Westview/ Pacific Highlands neighborhoods. In other areas, most greenbelts are steep slopes unsuitable for use for developed recreation activities. Fairmont greenbelt trails are linked to Imperial Park and Westview School within the Westview/Pacific Highlands neighborhood via the Fairmont Fire Station site. Pedestrian access is directly across Hickey Boulevard from the Fire Station.

In addition to providing neighborhood resident access, the system of trails and parks, if appropriately signed, can establish a north Pacifica link between inland trail routes and coastal areas. The portion of the route within Fairmont is indicated within the trails maps contained in the Circulation Element. In addition, trail connections to Milagra Ridge through Fairmont streets and greenbelt areas are referred to within the County's acquisition plan for trails from Thornton State Beach to Milagra and Sweeney Ridges.

The County's plan proposes trail easements over vacant property on the east side of Palmetto Avenue near Westline Drive, to Fairmont West Park via CalTrans property adjacent to the west boundary of Coast Highway, thence to greenbelt trails within Fairmont and across Hickey Boulevard within the Westview/Pacific Highlands neighborhood.

An important element not currently included in the County's plan is recreational access over vacant property on the west side of Palmetto Avenue north of the Dollar Radio Station residence. Passive recreation use could include use of undeveloped portions of bluff-top properties for hiking, nature study and enjoyment of coastal views. Access easements over these areas may be dedicated to the City or held and developed privately with public access and retention of open space resources ensured through transfer of development rights. The County's proposed trail over vacant property on the east side of Palmetto Avenue may conflict with higher densities resulting from density transfer from the vacant bluff tops in the area to this site. Therefore, the County's trail plan should avoid use of the vacant property on the east side of Palmetto Avenue for trail access. Instead, the trail should utilize Palmetto Avenue to Fairmont West Park connecting at that location to greenbelt trails to the east.

Greenbelt trails and portions of the County's proposed recreation trail system have access to local streets in close proximity to residences. In a few instances, trail access is located between single-family residences. In order to ensure that trails remain safe for pedestrians, trail access points, including access to bluff trails, should be improved to increase

security for adjacent residences and for trail users and effectively limit off-road vehicle access.

Trails, especially bluff trails, should be located and improved with priority given to ensuring safe use and avoidance of hazardous areas.

Conclusions:

The amount of park and recreation facilities in Fairmont is adequate to meet the needs of residents. Continuance of the existing system of pedestrian access is critical to the recreation facilities to meet neighborhood recreation needs. Greenbelt trails in Fairmont provide an important link between State, County and City coastal and inland recreation areas. This link should be preserved and enhanced.

WESTVIEW/PACIFIC HIGHLANDS

This neighborhood contains approximately 25 acres of parkland, 15 acres are City-owned parks and 10 acres are school grounds. School facilities comprise the San Andreas and Westview Elementary Schools.

San Andreas School is currently leased by the Laguna Salada School District for private instruction and does not serve a significant neighborhood park need due to its proximity to the Westview School/Park site, Imperial Park, Fairmont Park and Pacific Manor School/Park site.

In 1981, the Laguna Salada School District obtained a General Plan amendment removing the prior commercial designation from the Fairmont III school site. Three acres of the approximately eight acre site are within the Alquist-Priolo Special Study Zone, subject to earthquake hazard mitigation. Those areas deemed unsuitable for development should be placed in an open space easement and improved as private open space with appropriate vegetation. Due to the adequacy of existing park facilities serving the neighborhood, improved public access to undeveloped portions of this property should not be provided, nor should the City accept dedication of the portions of this property for park facilities.

Imperial Park is a 19 acre, City-owned park facility containing approximately 1.5 acres developed with play equipment, hard surface and turf play areas, picnic tables, benches and a scenic overlook. The remainder consists of open space and trails west of Imperial Drive. The park connects a series of local and County parks, greenbelts, school facilities and coastal open spaces across virtually the full width of northeastern Pacifica. The trail at the north end of the park is directly across Hickey Boulevard from the Fairmont Fire Station, providing access from Fairmont neighborhoods to the northwest.

The south tip of the park narrows to trail width adjacent to the former Fairmont III School site. An informal trail continues behind houses along Kavanaugh Way, within North Coast County Water District property, to the intersection of Glencourt and Skyline Boulevard. Across Glencourt to the south is the Westview Elementary School. Primary access to the school is along Glencourt. Secondary access also exists along Inverness. This access makes it possible to establish a northeast trail connection from the coast to Milagra Ridge County Park via Manor Drive, in addition to that connection proposed further south. This trail would be available to hikers traveling through Pacifica. However, the primary purpose of the route along Glencourt

to Inverness and Manor Drive is to serve residents of northern area neighborhoods, providing a visible and usable link between active and passive recreation areas. As presently conceived, portions of the Regional trail route are located between the backyards of existing residences on Forest Lake and Heathcliff Drives. The preferred interjurisdictional route is from the south tip of Imperial Park, behind houses along Kavanaugh to Skyline and Glencourt, and along Skyline Boulevard to a suitable point south of Claridge Drive. Use of the informal Manor Drive access to Milagra Drive should not be encouraged due to potential parking and traffic conflicts.

Milagra County Park is located adjacent to, but outside the southern boundary of this neighborhood. Along the neighborhood's south boundary is an area designated by the Land Use Element as Open Space Residential. This property, when combined with the Low Density Residential area at Sharp Park Road and Skyline Boulevard, constitutes one ownership extending from Sharp Park Road to the end of Milagra Drive, between the north boundary of existing Milagra County Park and developed areas along Lockhaven and the upper portions of Manor Drive. The designated ±40 acre open space area is a logical extension to the Milagra County Park site. San Mateo County has been receptive to the idea of accepting dedication of this south facing side of Milagra Valley as a part of Milagra Ridge County Park. The current owner and the County should be encouraged to continue negotiations for dedication of this area. If these lands are dedicated, the relatively flat area of land along Skyline Boulevard, south of Claridge Drive, should be used as a rest stop and vista point for pedestrian and automobile travelers along Skyline Boulevard.

A triangular portion of this area is publicly owned. The Westborough Water District is currently negotiating with CalTrans for installation of an additional water tank at this location. Whether CalTrans or the Westborough Water District own this property, the City should serve as the catalyst to achieve a link between Skyline Boulevard and trails within the adjacent County park. As previously indicated, the northeastern portion of the trail loop to the park from Thornton State Beach should end at this location, rather than along Manor Drive.

Conclusion:

Trail links and access locations between this neighborhood, Fairmont West and Milagra Ridge County Park should be continued, improved and appropriately signed. The City should encourage additions to the County Park where such extensions will facilitate management and permit safe and convenient pedestrian access.

EAST EDGEMAR/PACIFIC MANOR

The primary recreation facility area in this neighborhood is at the Pacific Manor Elementary School. The City also manages the 1.4 acre Edgemar Park at the intersection of Fremont Avenue and Channing Way. This site was formerly owned by the Laguna Salada School District and held as excess property. Although now privately owned, the City continued to lease and maintain the property for park purposes.

The first priority for allocation of park improvement funds in this neighborhood should be for playing fields and equipment at Pacific Manor Elementary School. The school would then become the focus for recreation activities in the neighborhood. The lower acreage of improved parkland

relative to other areas in the City should be compensated by ensuring that Pacific Manor Elementary School receives primary attention.

Milagra Ridge County Park is adjacent and east of this neighborhood. Informal access to the park is gained at several points, including Manor Drive between Monterey and Heathcliff, Hacienda Court, and from Oceana Boulevard between Edgemar Avenue and San Diego Court. San Mateo County's Recreation Trail Acquisition Plan recommends that Hacienda Court be used as the principal access point from the coast via the pedestrian overpass south of Avalon Drive to Milagra Drive. The second proposed access is along Manor Drive through the City's system of greenbelt trails. As previously described, the Manor Drive access should not be encouraged. Access to the park from Hacienda Court is over private property. Developers of the approximately 57 acre property should be required to dedicate and improve an access trail distinct from the residential uses and common open space within the developed portion of the site.

Coastal recreation and access issues within Pacific Manor are discussed in detail within the Coastal Land Use Plan. The lack of improved coastal access is an important concern in this area. Improvements should include the development of bluff-top trails, visitor-parking, vertical access and a sign program. The sign program should warn visitors of hazardous surf conditions and provide directions as to the safe use of beaches and bluff areas. Access improvements should accompany efforts to upgrade nearby commercial areas consistent with Coastal Land Use Plan policies.

Conclusion:

Pacific Manor Elementary School should be improved as the principal active recreation resource for the neighborhood. Access to Milagra Ridge County Park should be limited to those areas where easements exist, or are feasible, given safety and security considerations.

EAST AND WEST SHARP PARK

East and West Sharp Park are divided by Highway 1, but are linked via the freeway overpass at Paloma Avenue, a pedestrian crossing midway between Paloma on Clarendon Avenues, and a freeway underpass at Clarendon Avenue. Both neighborhoods contain, and have access to, a variety of park resources within residential and commercial areas. These include Sharp Park Elementary School, Oceana High School, Milagra Ridge County Park, Sharp Park Golf Course, the fishing pier and Sharp Park Beach, and the Sharp Park Road Vista Point. Sharp Park School contains approximately 15 acres, including play areas and City-owned equipment which are used by residents of this and other neighborhoods. Oceana High School also serves the City with tennis courts, playing fields, track courses and a natatorium which hosts City-sponsored aquatic programs and events for all City residents. The City leases playing fields and manages the natatorium under a cooperative agreement with the Jefferson Union High School District.

Due to the wide service area of Oceana High School, parking is a critical problem. Parking conflicts between residents along Paloma and side streets occur frequently. When the natatorium was completed, not all of the planned parking spaces allotted for this use were developed. Due to the popularity of aquatic events and activities at this location, additional parking continues to be necessary and should be provided.

Milagra Ridge County Park is adjacent to Each Sharp Park on its east perimeter. Access to the County-owned park from the west is most desirable at Hacienda Court through Milagra Ridge via Oceana Boulevard. Milagra Ridge is the recognized access point to the park and trail access should be dedicated and improved accordingly. A potential trail would connect the future pedestrian public access at the mouth of Milagra Creek with Sweeney Ridge and the San Francisco Bay Discovery Site via the pedestrian crossing over Highway 1 at the Milagra Creek outfall, Milagra County Park, College Drive and the Vista Point at Skyline College. Easements for the trail should be dedicated to the City or another public agency as part of any development proposal. Trails should be separated from residential areas as much as possible. Some off-street parking for the trail access should be provided as part of the residential development on property at the end of Hacienda Court and on Milagra Ridge. If these access points are determined to be infeasible or undesirable, access to the County Park should be limited to Sharp Park Road. The City should explore the feasibility of trail access to Milagra Ridge County Park from Oceana High School.

Milagra Ridge is generally recognized as part of the County Park and is used as such. Public purchase should be encouraged to combine the properties and to continue use of the Ridge for hiking and open space. The area is an essential physical and visual link for both the extension of GGNRA to San Mateo County and the coastal trail system.

Milagra Ridge Park is within the authorized boundary of the Golden Gate National Recreation Area (GGNRA). This does not necessarily mean that the GGNRA will assume ownership; however, it is possible that the park could be transferred to GGNRA and used as a trail head for Sweeney Ridge. In the interim, the County is currently removing all military structures. No other improvements are planned. The City should begin working with the County to establish appropriate uses and access sites.

Mori Point is one of the most prominent headlands in the City. It is the first scenic vista seen as people enter Pacifica. Public purchase of the property would be desirable to continue its existing important role in the City identity. Preservation of the scenic qualities of the highly visible landform is essential.

Coastal access and parking for visitors using recreation and open space resources in West Sharp Park are extremely important. Parking conflicts between businesses, residents and visitors have continued to exist since the fishing pier was constructed. The City should determine and implement an appropriate mechanism to provide parking facilities within the neighborhood consistent with Coastal Land Use Plan policies. Other coastal recreation resource issues are discussed in detail in the City's adopted Coastal Land Use Plan.

Several small parks exist in the Sharp Park area, including Pomo Park on Canyon Drive, Palmetto Park on Palmetto Avenue, and Brighton Mini-Park on Brighton Road. Palmetto and Brighton Parks are the only facilities designed to serve as supervised play areas exclusively for small children. Sharp Park Elementary School also contains play areas, fields and equipment for children of all ages. These facilities are intended to meet the majority of recreation needs in the Sharp Park District.

Conclusion:

Due to the variety and adequacy of park and recreation facilities to accommodate both City and resident needs, no new park areas are necessary. Parking and access for both coastal and inland recreation areas and facilities is a critical problem to be resolved by the City in cooperation with State and County agencies.

FAIRWAY PARK

This neighborhood contains one recreation area, located along Cullen Drive within East Fairway Park. This facility is currently owned by the Laguna Salada School District and leased by the City. Informal pedestrian access from West to East Fairway Park is available from Bradford Way to Lundy Way via the underpass serving the Sharp Park Golf Course. Formal access across Coast Highway between the areas is presently extremely difficult. A pedestrian overpass should be provided over the highway at Westport Drive.

Due to the limited accessibility of other active play areas in the vicinity of Fairway Park, the existing play area along Cullen Drive should be maintained and improved as the primary City recreation facility for this neighborhood. The acreage behind this play area is one of the areas excluded from purchase by the GGNRA. Public purchase should be encouraged to ensure the visual integrity of the area. If developed, access to this sloping land should be located and designed to avoid traffic safety impacts on the park. Development on this property should be designed with appropriate access and landscaped buffer areas between upslope developed areas and the park.

CalTrans property currently leased as a nursery south of Fairway Park may provide a convenient and accessible link to Sweeney Ridge. Use of this property for this purpose may be appropriate, provided safe access from Highway 1 and parking are also established. A portion of undeveloped property adjacent to Lundy Way should be reserved for parking and/or access to Sweeney Ridge if this alternative is chosen.

Conclusion:

Although the neighborhood has only one recreation area, it is surrounded by parkland and open space. The one available recreation area is necessary to meet neighborhood needs.

VALLEMAR

A variety of existing and potential park and recreation resources exist in Vallemar. The first of these is Vallemar School, containing play equipment and sports field. Park and recreational amenities are available for public use through a cooperative agreement between the Laguna Salada Union School District and the City of Pacifica.

The school site should continue to be maintained and improved as the primary recreation resource within the neighborhood. Any proposed change by the School District should be studied very carefully by the City to determine future park and recreation impacts. The site is suitably located for administrative uses considering parking, access and location relative to the rest of the community and surrounding uses. Should the School District

determine the site to be surplus, conversion of classrooms and offices to a community service center would be desirable. If this alternative is not feasible, the City should require any developer to maintain sufficient space for active recreation at this location. Preservation of a neighborhood park (4 to 5 acres) is essential for this physically isolated community bordered by steep hillsides and the Coast Highway.

The atmosphere of Vallemar is partially created by the surrounding steep slopes. The three parcels not purchased by GGNRA should be encouraged for public purchase as open space to foster the existing environment.

The east half of Vallemar is divided by Calera Creek. A portion of the creek and associated vegetation, approximately from Minerva to Hiawatha Avenue, constitutes Calera Creek Park, which establishes the character of the neighborhood and is the dominant open space resource for Vallemar residents. Without major renovation, insufficient room exists to establish either footbridges or a separate walkway for pedestrians along the creek. In 1983, Vallemar residents determined that the creek embankment should not be upgraded to allow active recreation uses or improvements. Therefore, the creek should be maintained as an open space resource and should not be altered except as necessary to maintain landscaping in a safe and flourishing condition.

In addition to limiting pedestrian access to the creek, parking along the embankment should continue to be discouraged with a combination of natural and artificial barriers designed and located to be compatible with the natural setting.

Calera Creek Park is linked to Vallemar School by Reina del Mar and an informal pedestrian path known as the Pigeon Trail. This trail provides a safe and convenient route to the school from easterly sections of Vallemar. Maintenance and preservation of this trail is especially important due to the lack of street improvements along Reina del Mar separating pedestrian and vehicle traffic.

Conclusion:

Vallemar School and Calera Creek Park are important recreation and open space resources in this neighborhood. Active play and park resources at Vallemar School should be preserved for neighborhood use. Calera Creek Park should continue to serve exclusively as a scenic area to maintain neighborhood character.

ROCKAWAY BEACH

Like Vallemar to the north, Rockaway Beach has limited access to other parts of the City. Unlike Vallemar, Rockaway Beach contains no established recreation areas. One potential site exists within privately held property at the back of the valley. The City should encourage dedication of land of an appropriate size to establish areas for active play and passive enjoyment of surrounding scenic resources. If the size of residential development does not allow the City to require land dedication, the City should require that on-site usable open space for residents of the project also be made available to the general public. Recreation space should be designed and located to be attractive for public use. Access to the newly established facility should be limited to Rockaway Beach Avenue. Park size and

amenities would be developed following community input, community surveys and an analysis of census information.

Rockaway Beach also contains developed and undeveloped coastal recreation resources that are attractive to both residents and visitors. Policies regarding use and enhancement of these resources are discussed in detail within the Coastal Land Use Plan. Significant recreation concerns include provision for safe pedestrian and bicycle traffic along the west side of the freeway from Fairway Park to the south side of the Headlands. Existing pedestrian access along the east side of the highway should be retained. The City should also attempt to ease pedestrian access across Coast Highway from the east. Currently, residents of Rockaway Beach must negotiate Fassler Avenue and the highway. Public acquisition of the Headlands, south of Rockaway Beach, is an important priority in the City's shoreline access program. CalTrans and the City should work together to provide safe pedestrian access for residents to the beach area across Highway 1.

Conclusion:

The City should facilitate development of a neighborhood park and recreation area at the back of the Rockaway Valley. Improved east/west access across Coast Highway is a critical problem to be resolved.

LINDA MAR

Recreation needs in the neighborhood are met primarily by school facilities, including Cabrillo School on Crespi Drive, Ortega School on Terra Nova Boulevard, Sanchez School on Linda Mar Boulevard, Linda Mar Elementary School on Rosita Road and Pedro Valley School on Arguello Boulevard. City recreation areas include Oddstad Park, with access from Crespi Drive, an unimproved park site behind Crespi School and two greenbelt areas, one behind homes along upper Crespi Drive with access from Crespi Drive and also from the end of Valencia Way, the other along Rosita Road.

Topography and street access limitations make recreation use of most school sites in this neighborhood necessary and require that their recreation facilities be retained. Two exceptions are: Pedro Valley School, due to the proximity of both Linda Mar Elementary School and Cabrillo School for use by residents of the area, and Crespi School, which has a very limited service area and limited future residential development, on Fassler Avenue. Sanchez School is a significant neighborhood park site located between, but out of the service areas, of Linda Mar School/Park site and the Oddstad School/Frontierland Park site. Should the School District determine the site to be surplus, the preservation of a neighborhood park of five acres is essential for this community, bordered by Oddstad Boulevard to the east, Willowbrook Estates to the south, and the hillside streets accessing Linda Mar Boulevard to the north.

Oddstad Park not only includes picnic areas and play equipment, but also a recreation center and undeveloped open space. The park is used primarily by neighborhood residents. The topography of the park boundaries prohibits improvements that would allow a wider service area. Oddstad Park's recreation center provides one of the few City facilities suitable for performing arts and other similar activities of community-wide interest. The center also provides a facility for a variety of functions for the community's senior citizens.

Few greenbelt areas suitable for recreation exist in the Linda Mar area. While access to greenbelts behind Crespi Drive is possible from Terra Nova Boulevard, Crespi Drive and from Valencia Way, use of these areas for established trails and vista points should not be encouraged. Improved trails should be considered, along with any proposal to develop all or portions of the gentle south-facing slopes above the residential area bounded by Roberts Road, Fassler Avenue and Crespi Drive. The path of Portola from Linda Mar Beach through undeveloped slopes in this area to Fassler Avenue and Sweeney Ridge should be signed and preserved - as an historic open space resource.

Linda Mar Boulevard and Rosita Road serve as the entrance to the San Pedro Valley County Park. The route to the park from Coast Highway should be appropriately signed to encourage use by local residents and visitors.

Conclusion:

Recreation needs in this neighborhood should continue to be met by school facilities. Greenbelt trails should continue to serve only as scenic resources unless development on adjacent lands makes establishment of trails possible. City parks and facilities should continue to meet City-wide needs; however, the adequacy of Oddstad Park to meet the needs of special groups, such as senior citizens, is being assessed. Access to major recreation areas outside the City through this neighborhood should be signed to promote use.

PARK PACIFICA

Park Pacifica contains two school sites, Terra Nova High School and Oddstad Elementary School, in addition to the City's one park having a community-wide service area, Frontierland Park. San Pedro Valley Park and significant portions of Sweeney Ridge are also located in Park Pacifica.

Terra Nova High School contains track and field areas, a gymnasium, an outdoor pool, lighted tennis courts, and three baseball fields, one of which is designed for Little League tournament play. Ball fields, tennis courts and the pool are managed cooperatively by both the City and the high school. The City hosts a variety of recreation activities at the school, including aquatic events, indoor sports activities, tennis lessons and tournaments, etc. These opportunities are available to all City residents.

Ortega School is located on Terra Nova Boulevard, between Oddstad Boulevard and Terra Nova High School, and provides a 22 acre neighborhood school/park site. This site is essential as a primary neighborhood facility providing sports fields, play equipment and recreational access to a significant population.

Oddstad School is immediately adjacent to Frontierland Park and provides 11 acres of play area and equipment for neighborhood use. Existing connections between the school and Frontierland Park should be strengthened and improved in order to better meet community and resident needs.

As previously stated, Frontierland is Pacifica's only community park. Located at the southeast portion of Pacifica, the 65.7 acre site is linked to San Pedro Valley County Park by trail to Eagle Point, descending to the County Park's Valley View Trail.

In 1970, the Pacifica City Council formed a citizen's committee to assist in the design of the entire Frontierland Park area. The committee worked for four years on the project, which included the selection of an architect and development of a master plan. The park was dedicated at Pacifica's first annual 4th of July Fiesta in 1974. Through the years of development, amendments to the master plan have eliminated the originally proposed outdoor theatre, animal farm, nature trail and canyon arboretum. The steepness and instability of slopes, potential noise impacts on nearby residences and the remoteness of the park contributed to these deletions.

In the northern corner of the park, originally proposed for the outdoor theatre, a mobile home tenancy has been established to provide better park surveillance for both emergency situations and park user transgressions. An informal caretaker position has been established with the park tenants. The City provides the mobile home site and a portion of utilities in exchange for tenant response to the City regarding public safety problems and vandalism. Although the master plan for the park is not yet completed, the park is extensively used and provides areas for community recreation, picnicking and active play. Phases of development will continue as additional funds become available.

Future master plan development of the park site include a park center building, entry gates, tennis courts and the development of active sports fields at the adjacent Oddstad School site.

Greenbelts within the neighborhood along Terra Nova, Yosemite Drive, Everglades Drive, and between Park Pacifica Avenue and Oddstad Boulevard, should be retained and managed exclusively as scenic open spaces. Improvements within these areas should be limited to forestation on gentle slopes and other improvements necessary to increase the stability of the steep slopes. If the City performs grading operations to increase slope stability, these areas should be revegetated and reforested to reestablish current open space characteristics.

The majority of San Pedro Valley Park within the City's boundary (420 of the park's 1,000 acres are within the City) is located in Park Pacifica. The park currently includes a visitor center containing a natural history museum, family and group picnic areas, restrooms, trails of easy to moderate difficulty, and a walking and jogging path extending to the easterly most reaches of the valley. The County manages San Pedro Creek within the park, in cooperation with the State Department of Fish and Game, as a steelhead trout fishery. Facilities may be expanded to include a day camp or additional family and group picnic sites. Connections exist or are currently possible from San Pedro Valley Park to Frontierland from the northeast side of the park and to Sweeney Ridge via Hazelwood Trail and Whiting Road within the southeast section of the park. A north peak link south to Montara Beach via McNee State Ranch is also planned. The park is capable of serving the entire City. If day camp uses are developed, interjurisdictional hikers may find it convenient to use this area as a stopping or staging point. Interjurisdictional hikers could travel from Thornton State Beach to Montara Beach, provided trail easements are preserved and maintained for that purpose. While San Francisco County generally discourages watershed access, a connection is possible only if Whiting Road is fenced along its approximately 4 mile length adjacent to the watershed.

Private property at the east end of Fassler Avenue presently serves as the south entry to Sweeney Ridge. The City has obtained an agreement with the owner for public access to the ridge at this location. This access should be developed and improved if adequate (10 to 20 spaces) parking is developed within park boundaries.

Potential hiking and equestrian access to Sweeney Ridge exists at the end of Cape Breton Drive. A 20± acre parcel comprising the existing Coastside Corral stable area and surrounding steep slopes was created in 1984, leaving 90± undeveloped open space areas. Due to the limited availability of land in Pacifica for this purpose, subdivision of the 20± acre corral property should include provision for equestrian access and a small staging area for public use.

Conclusion:

Terra Nova High School and Frontierland Park provide a variety of existing and potential park and recreation resources serving the community. Use of these facilities for public recreation activities should be strengthened and continued. Access to, and connections between, City and Regional Park areas adjacent and within the neighborhood should be established, appropriately improved and clearly signed for managed and safe use. Historic trails should be preserved and signed for public use. Greenbelts should be reserved and maintained exclusively for their scenic open space value.

PEDRO POINT AND LINDA MAR BEACH

Pedro Point contains no established neighborhood park. While the neighborhood does contain significant scenic resources, an improved park site is essential for this physically isolated community, bordered by the ocean, steep hillsides and the Coast Highway. Such an area may be feasible within the undeveloped San Francisco Catholic Archdiocese property located on San Pedro Avenue. The Pedro Point Improvement Association and community surveys have indicated that park amenities should include areas and equipment for active play, children's play areas and equipment, some open space for passive recreation, restrooms and street improvements.

San Pedro Beach is managed by the City of Pacifica and is partially through the acquisition process for inclusion in the State Parks System. Currently, it comprises approximately 35.66 acres of State lands and 3.68 acres of City land. Public lands extend from the north boundary of the restaurant site, northward to the rocky shoreline of the Headlands.

The State requires a plan for any improvements prior to entering into agreements with the City for care, maintenance, protection, and control of the beach area. The City is conducting a master plan study of San Pedro Beach. When complete, the study will fulfill requirements for the operating agreement with the State and establish community-accepted guidelines for use and development of the area. These guidelines will also be important to any negotiations for transfer of ownership of City-owned parcels into the State Parks System or the Golden Gate National Recreation Area.

The mouth of San Pedro Creek is located at the south end of the beach near the Linda Mar sewer pump station. Inland riparian habitat and the creek should be protected and enhanced through cooperative efforts between the State Department of Fish and Game, the City, and CalTrans, which owns most of the property along the creek alignment.

Conclusion:

Development of a neighborhood park should be encouraged. Plans for San Pedro Beach should reflect community needs.

SITES	Total Acres	Acres Managed by City	Hiking, Equestrian Trails	Basketball Courts	Softball Fields	Football/Soccer Field	Hardball Fields	Volleyball Courts	Tennis Courts	Swimming Pool	Track	Picnic Tables/Benches	Barbeques	Play Equipment	Fitness Trails	Multi-Purpose Room	Kitchen Facilities	Restrooms	Concession Stand	Horseshoe Pits	Rest Stop	Scenic Views	Bleach
Fairway Park	7	3			▲	▲	▲					▲	▲	▲				▲					
Vallemar																							
Vallemar School	8.2	1.1		▲	▲			▲							▲	▲	▲						
Calera Creek Park	1.0	1.0																				▲	
Linda Mar																							
Cabrillo School	17	1.7		▲	▲	▲	▲	▲					▲		▲	▲	▲						
Ortega School	22	5.6		▲	▲	▲	▲	▲					▲		▲	▲	▲					▲	
Sanchez School	12	3.6		▲	▲	▲		▲					▲		▲	▲	▲						
Pedro Valley School	8.1	.9		▲	▲			▲			▲	▲			▲	▲	▲						
Linda Mar School	8.7	2.4		▲	▲	▲	▲	▲					▲		▲	▲	▲						
Oddstad Park	20	1.2									▲	▲	▲		▲	▲	▲		▲				
Terra Nova High	49	0		▲	▲	▲	▲	▲	▲	▲	▲				▲	▲	▲	▲				▲	
Sanchez Adobe	55	0									▲									▲			
Park Pacifica																							
Fassler Greenbelts	-	-																			▲		
Banyon Way Greenbelt	-	-																			▲		
Pk. Pacifica Greenbelt	-	-																			▲		
Frontierland	68	68	▲				▲		▲	▲	▲	▲	▲								▲		
San Pedro Valley Pk.	975	0	▲				▲			▲	▲					▲		▲			▲		
Oddstad School	15	0	▲	▲	▲	▲	▲						▲		▲	▲	▲	▲			▲		
Sweeney Ridge	1100	0	▲																		▲		

OPEN SPACE AND RECREATION FACILITIES INVENTORY[1]

SITES	Total Acres	Acres Managed by City	Hiking, Equestrian Trail[2]	Basketball Courts	Softball Fields	Football/Soccer Field	Hardball Fields	Volleyball Courts	Tennis Courts	Swimming Pool	Track	Picnic Tables/Benches	Barbeques	Play Equipment	Fitness Trails	Multi-Purpose Room	Kitchen Facilities	Restrooms	Concession Stand	Horseshoe Pits	Rest Stop	Scenic Views[3]	Bleachers
Fairmont																							
Fairmont Park	6	6	▲	▲								▲	▲		▲		▲	▲		▲			
Fairmont West Park	5	5	▲	▲	▲	▲						▲	▲				▲	▲					
Fairmont Greenbelts	-	-	▲																		▲		
Fairmont School	12.2	5.5	▲	▲	▲	▲		▲						▲		▲	▲	▲					
Edgewood Vista	.5	.3	▲								▲										▲		
Pacific Highlands																							
Imperial Park	15	.1	▲	▲										▲									
Horizon Park	.01	.01	▲											▲									
Westview School	10.4	4.6	▲	▲	▲		▲	▲			▲	▲	▲		▲	▲	▲						
San Andreas School	12	3.0	▲	▲	▲			▲						▲	▲	▲	▲						
Edgemar/Pacific Manor																							
Pacific Manor School	6.1	.5		▲	▲									▲	▲	▲	▲						
Sharp Park																							
Pomo Park	1.3	1.3									▲		▲										
Palmetto Park	.4	.4									▲		▲										
Brighton Park	.1	.1									▲		▲										
Vista Point	-	-									▲									▲	▲		
Milagra Ridge	232	0	▲																		▲		
Sharp Park School	14.7	3.6		▲	▲	▲	▲	▲			▲	▲	▲	▲		▲	▲	▲	▲				▲
*Oceana High School	55	0		▲	▲	▲	▲		▲	▲					▲	▲	▲	▲	▲				▲
Fishing Pier	-	-																▲	▲		▲		

SITES	Total Acres	Acres Managed by City	Hiking, Equestrian Trail	Basketball Courts	Softball Fields	Football/Soccer Field	Hardball Fields	Volleyball Courts	Tennis Courts	Swimming Pool	Track	Picnic Tables/Benches	Barbeques	Play Equipment	Fitness Trails	Multi-Purpose Room	Kitchen Facilities	Restrooms	Concession Stand	Horseshoe Pits	Rest Stop	Scenic Views [3]	Bleachers
Highlands Greenbelts																							
Kathleen Court	-	-																				▲	
Grand Teton No.	-	-																				▲	
Grand Teton So.	-	-																				▲	
Valdez Way	-	-																				▲	

[1] The inventory does not include beaches or shoreline access points. A detailed discussion of these resources is contained in the Coastal Land Use Plan. This inventory lists publicly owned open space lands. The General Plan Land Use Element and Map indicates additional privately owned lands with open space qualities suitable for preservation in accordance with the policies of this element.

[2] Either includes or has access to hiking and riding trails.

[3] Either provides scenic views or is a scenic resource.

COMMUNITY DESIGN ELEMENT

Pacificans recognize the special qualities of their coastal location with its scenic natural features and rather unique development patterns. They value the individuality of their residential communities and at the same time encourage development of a stronger, more cohesive image of the City. The Community Design Element reviews some of Pacifica's distinctive attributes and relates these to the general patterns of growth and change which are likely to affect the City in the future. Emphasis is given to those factors which will have the greatest influence on the image and livability of the City in the future. The Community Design Element does not present a detailed plan for development or preservation, but rather sets out guidelines and principles which can influence and stimulate more specific planning actions.

To facilitate the planning process, the City should formally designate planning districts within the City with boundaries corresponding wherever possible to traditional neighborhoods, census tracts, and distinct physical features. Because of variations in the terrain, age and type of development, each area has a unique character.

The additional development that is expected should be carefully controlled to ensure that the City will be able to meet the additional demand for services and that the quality of existing residential areas be preserved. New development should offer a variety of housing, both in terms of cost and design. In existing residential areas, where additional in-filling will occur, new development should be compatible in scale and density with the existing neighborhood. By encouraging innovative design, a greater variety of housing can be provided while at the same time preserving the character of existing residential areas.

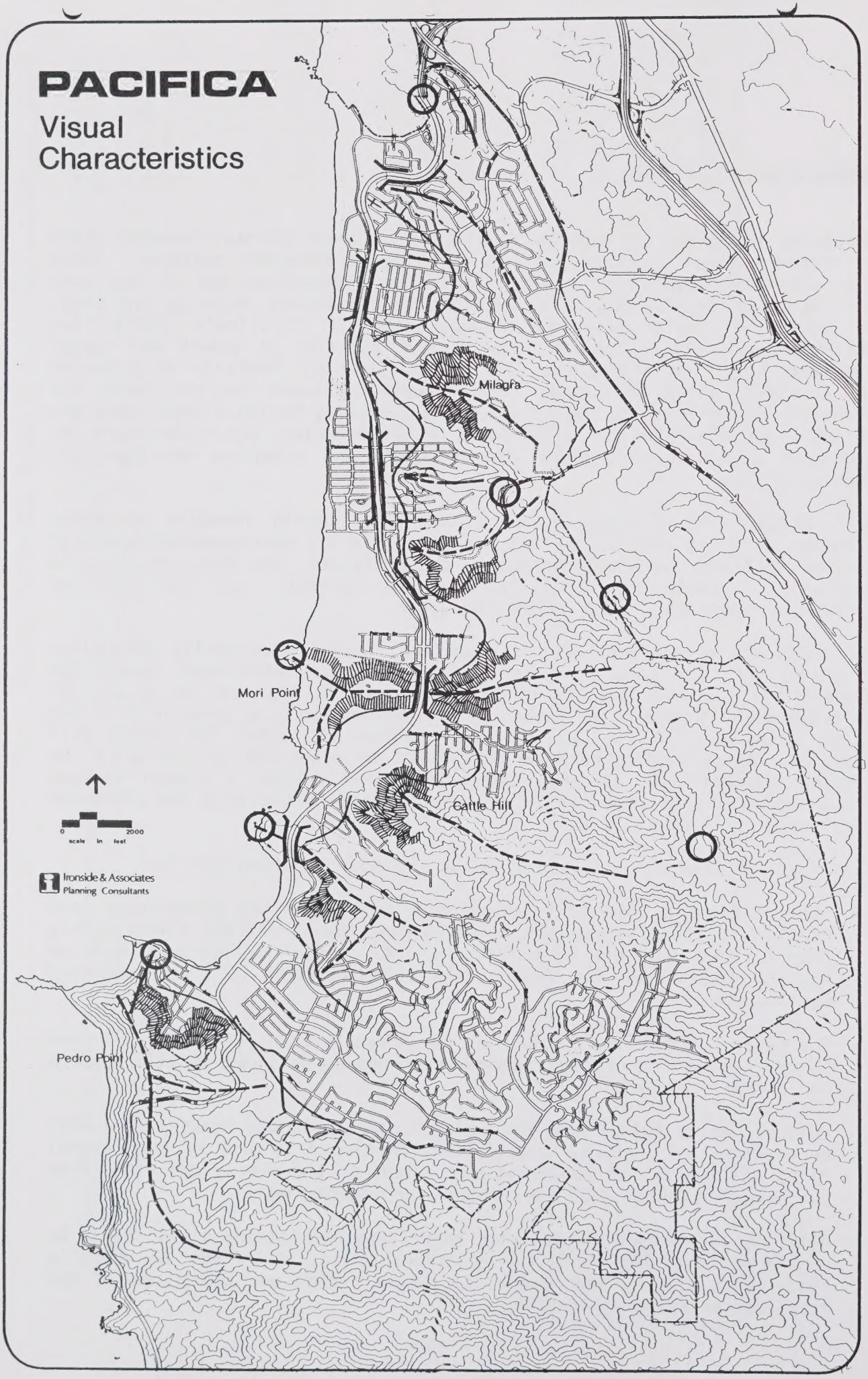
Guidelines for future in-fill development include considerations for:

1. The relationship between proposed development and the predominant land uses in the area; where the proposed development differs significantly from current land use or building types, special design consideration may be warranted to ensure the compatibility of the proposed development.

2. The type of access available; in some areas special attention will have to be given to ensure that access to proposed development will conform to current standards.

3. Coastal design guidelines; undeveloped parcels in the Coastal Zone will be expected to conform to guidelines developed as part of the Coastal Plan. Standards for public access, views to the ocean, and views from the beachfront should be considered where appropriate.

4. Hillside development guidelines; in-filling on hillside sites should be considered for its potential relationship to, or affect on visually significant slopes, open space, to natural grade and topography of the area, and existing vegetation.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Planning Consultants

5. Existing neighborhood plans; wherever possible land uses and building types should be reviewed for their overall relationship to, and compatibility with neighborhood development plans.

The other major concern which affects most of Pacifica's residential communities is future commercial development. Future development should be carried out in a manner which is sympathetic to the residential character of the community and supportive of the City's present shopping areas. New commercial development should be restricted to the vicinity of already developed commercial areas, thus strengthening the viability of these areas. By focusing commercial development to meet the needs in specific areas, such as the planning districts, local merchants benefit from increased numbers of shoppers, while local residents benefit from the convenience of a centrally located shopping center.

For most of its route through Pacifica, the coastal highway is also the City's "Main Street", serving as the primary link between Pacifica's residential and commercial areas. For this reason, that portion of Pacifica which is most visible from the Coast Highway has a large influence on the image of the City. The appearance of the Coast Highway right-of-way should be improved by additional landscaping along the adjoining access roads. Any future development along this right-of-way, and the right-of-way itself, will have a potential influence on the Coastal Zone and the scenic qualities of the corridor.

To protect important viewsheds and the sometimes rather delicate terrain of hillside areas, while at the same time ensuring that the interests of local property owners and residents are represented, consideration should be given to the development of hillside design criteria and regulatory procedures which are responsive to the unusual problems of hillside areas. In most cases, it will be possible, since parcels are large, to direct development toward less prominent portions of the property and thereby preserve the visually important ridgelines. Where this is not possible, construction techniques and screening should be employed to preserve, to the extent possible, the perception of openness along the designated, prominent ridgelines.

Guidelines which can be applied to hillside development to minimize its impact on the terrain and to ensure the safety of residents include:

1. Preserve "visually significant" slopes and ridgelines, maintain natural open space between areas of development, set aside and preserve natural features.

2. Allocate areas not suited to development to open space and recreation.

3. Fit development to the topography; place man-made structures to complement the natural environment.

4. Minimize grading; discourage mass grading and terracing for construction pads.

5. Shape the grading that is required to conform with natural landforms.

6. Landscape developed areas to blend with the natural landscape and require minimum maintenance and water.

7. Minimize the disruption of existing plant life.

8. Phase grading and construction to coincide with periods of dry weather.

Most of these guidelines apply equally well to undeveloped areas within the Coastal Zone. In addition, when development occurs in sensitive coastal areas, special measures should be taken to preserve and enhance the visual quality of the Coastal Zone. Particular areas along the coast which have been developed deserve special attention, not only because of their natural features, but also for their potential as visitor-destination points. Careful consideration should be given to ensure that private residential development and public beach access remain as compatible coastal activities. Consideration should also be given to preserving major natural promontories, such as Mori Point, as well as encouraging access.

AMENDING THE GENERAL PLAN

Pacifica's 1980 General Plan revision incorporates two planning processes: a major update of the General Plan and preparation of the City's Local Coastal Land Use and Implementation Plans. In dealing with the General Plan on a day-to-day basis, these two plans should be treated as one; however, the distinction between them must be recognized. The City Council has the ultimate authority in adopting and amending the General Plan. State law (Government Code Section 65361) permits the City to amend its General Plan no more than three times a year. In years of major revision, the adoption of the revised plan is considered one of these three permitted annual amendments.

On the other hand, the Council can recommend changes in the Coastal Plan, but the amendment must be approved by the State Coastal Commission. The approval procedure has not yet been established by the State Coastal Commission and must be embodied into official regulations.

The 1976 Coastal Act does state that minor amendments to a certified plan may be reviewed by the Executive Director and become operative in ten days. However no changes in land use shall be determined to be minor amendments (Article 30514(c)). The Act also states that amendment includes:

> .....any action by the local government which authorizes a use of a parcel of land other than that designated in the certified local coastal program as a permitted use of that parcel..... (30514(d)).

Revisions to the Coastal Land Use Plan document would require State Coastal Commission approval for amendment. These include:

-Policies indicated as being part of the Coastal Element,
-The Coastal Zone Land Use Plan Description,
-The portion of the Land Use Map west of Highway 1,
-The Coastal Zone Element, including the Access Component, Plan Conclusions, Implementation Plan and Ordinance revisions required as a part of coastal plan implementation. (This document is available under a separate cover).

ADOPTION

On April 30, 1979, the Planning Commission recommended that the City Council certify the Environmental Impact Report and adopt the proposed Pacifica General Plan. On July 14, 1980, the City Council certified the Environmental Impact Report and adopted the General Plan on July 28, 1980.

HOUSING ELEMENT

CITY OF PACIFICA

NOVEMBER 1990

As Amended October 1992

TABLE OF CONTENTS

PAGE

I THE COMMUNITY....1

1. The City....1
2. Population Characteristics....2
   A. Population....2
   B. Ethnic Population....3
   C. Handicapped Persons....3
3. Housing Characteristics....4
   A. Households and Housing Units....4
   B. Income....5
   C. Housing Costs....6
   D. Household Characteristics....7

II HOUSING NEEDS ASSESSMENT....7

1. Purpose....7
2. Population Growth....8
3. Employment....8
4. Existing Needs....11
   A. Income....11
   B. Housing Costs....11
   C. Rehabilitation Need and Overcrowding....13
5. Special Needs....13
   A. Large Families....13
   B. Female Head of Households/Single Parents....14
   C. Seniors....14
   D. Racial/Ethnic Minority....14
   E. The Homeless....14
   F. The Disabled....15
   G. Farm Workers....15
6. Regional Housing Needs....15
7. Market Constraint....16
8. Governmental Constraints....17
   A. Growth Control Ordinance....17
   B. Building Codes and Improvement Fees, and Land Use Controls....18
   C. Processing and Permit Procedures....20
9. Other Constraints....21
   A. Geological Hazards....21
   B. Sewage Treatment and Collection Systems....21
   C. Highway Capacity....22
10. Mitigation of Constraints....23
11. Units at Risk....23

III LAND INVENTORY....27

1. Purpose....27
2. Vacant Land....27
3. Sites Available Within the Five-Year Planning Period....27

IV GOALS, POLICIES AND PROGRAMS TO MAINTAIN, IMPROVE AND DEVELOP HOUSING....28

1. Purpose....28
2. Overall Goals....29
3. Housing Maintenance....29
   A. Physical Maintenance of Housing....29
   B. Maintenance of Rental Housing....29
   C. Maintenance of Housing Affordability....29
   D. Maintenance of Neighborhood Quality....30
   E. Policies, Programs and Objectives to Maintain. Housing....30
4. Housing Improvement....34
   A. Physical Improvements of Housing....34
   B. Policies, Objectives, and Programs to Improve Housing....35
5. Housing Development....36
   A. Sites Available for Housing....36
   B. Methods to Promote Affordable Housing....37
      (1) Density Bonus Ordinance....37
      (2) Second Units....37
      (3) Manufactured Housing....38
      (4) Energy Conservation....38
      (5) Other Programs to Promote Affordable Housing....38
   C. Policies, Programs and Objectives to Develop Housing....39

V COASTAL ZONE HOUSING....51

1. Purpose....51
2. Population and Housing Characteristics....53
3. Demolitions and Replacements....53

VI PUBLIC PARTICIPATION....54

VII CONSISTENCY WITH GENERAL PLAN....54

VIII SUMMARY AND CONCLUSION....54

Appendix A....55

Appendix B....56

LIST OF TABLES

PAGE

1. Numbers and Proportions of Population by Age Group, 1980...2
1-A. Pacifica Population, 1960-1990.....3
2. Persons by Race, Pacifica and San Mateo County, 1980.....3
3. Disabled Persons, City of Pacifica, 1980.....4
Persons with a Public Transportation Disability, 1980.....4
4. Households and Housing Units, 1970, 1980, and 1990.....4
5. 1989 Housing Characteristics.....5
6. Median Household Income, 1989.....5
7. Poverty Level Status by Age and Family Type, 1980.....6
8. Housing Costs, 1989.....6
9. Population and Household Growth, 1980-2005.....8
10. Workers 16 and Over by Place of Work.....8
11. Major Employers in Pacifica, 1989.....9
12. Employed Persons 16 and Over, by Industry - 1980.....9
13. Employment Growth by Sector, 1985-2005.....10
14. Mean Income in 1979.....11
15. Percent of Renters and Owners Overpaying for Housing by Income Category, 1980.....11
15-A. Renter Household Income by Gross Rent as a Percent of Income in 1979.....12
15-B. Noncondominium Owner Household Income by Selected Monthly Housing Cost as a Percent of Income in 1979.....12
15-C. Low Income Households Overpaying for Housing.....13
15-D. Housing Need by Income Category.....16
16. Fees for New Development, 1990.....19
16-A. Zoning Requirements by Residential Zone.....20
17. Dwelling Unit Potential Based on Vacant Land, 1986, 1990..27
18. Selected Sites Available for Housing within the Five-Year Planning Period.....28
19. Population and Housing Characteristics for the Coastal Zone, 1980.....52

LIST OF FIGURES

1. Neighborhood Boundaries
2. Coastal Neighborhood

I. THE COMMUNITY

1. The City

Pacifica is located on the Pacific coast side of the San Francisco Peninsula, 15 miles south of San Francisco, in San Mateo County. The City is framed by the ridges of the Coast Range on the east and the Pacific Ocean on the west. The City is an attractive combination of secluded valleys and open hillsides set against a coastline of long beaches and rugged headlands.

Originally visited by the Portola expedition in 1769, the area remained primarily agricultural until after the San Francisco earthquake in 1906. Land speculators, stimulated by the construction of the Ocean Shore Railroad, subdivided and developed a series of small coastside communities. Several of these communities incorporated in 1957 as the City of Pacifica. During the 1960s, rapid residential development occurred. This development fell off sharply in the 1970s.

Regional access is via State Highways 1 and 35 which, in turn, connect to Interstate Highways 280, 101, 80 and 17, and State Route 235. Through the northern half of the City, Highway 1 is a four-lane freeway. South of Sharp Park Road, the highway becomes a four-lane arterial with unregulated access, climbing south of the City across Devil's Slide to the unincorporated villages of Montara and Moss Beach.

Neighborhood integrity has special significance in Pacifica. Although recognizing their interdependence, each of the original communities desires to protect those characteristics which make them unique. The Neighborhood Map (Figure 1) shows the rather large number of neighborhoods in the City and also denotes the Coastal Zone.

In 1976, 37,300 people lived within the 12.6 square miles of Pacifica. As with most communities, the Seventies showed a decline in the birth rate, the population became older, the number of children declined by 34 percent, and the number of residents of working age increased. Between 1970 and 1976, the household size decreased from 3.56 to 3.06. The aging of the population and decline in birth rate accounted for some of this decline, but in Pacifica's case, the shift in new construction from single-family to multiple-family units, which traditionally house smaller households, is also an important factor. In 1970, 87 percent of the City's housing stock was single-family; by 1976, this had declined to 79 percent. The majority of the apartments and multiple unit structures were located in the Sharp Park and Edgemar neighborhoods.

Pacifica's General Plan was adopted in July of 1980. The 1980 Housing Element:

- Identified the number of housing units needed over the 20-year period between 1980-2000. The Element called for an average of 79 affordable units per year between 1980-2000. From 1980-1985, 89 units per year were called for. Between 1985-2000, the figure was revised to 73-77 units per year.

- Identified seven vacant sites having the potential for meeting the housing needs indicated for low and moderate groups over the 20-year period.

- Summarized each housing program available.

- Identified short and long term housing goals and programs, and

- Discussed administration of housing programs.

The 1983 Housing Element Supplement updated information in the 1980 Element. By 1983, the housing situation in the City had changed, due to infrastructure and land capability constraints, as well as approval of the Growth Control Ordinance in 1982. The 1983 Element:

- Estimated the amount of vacant land available.

FIGURE 1

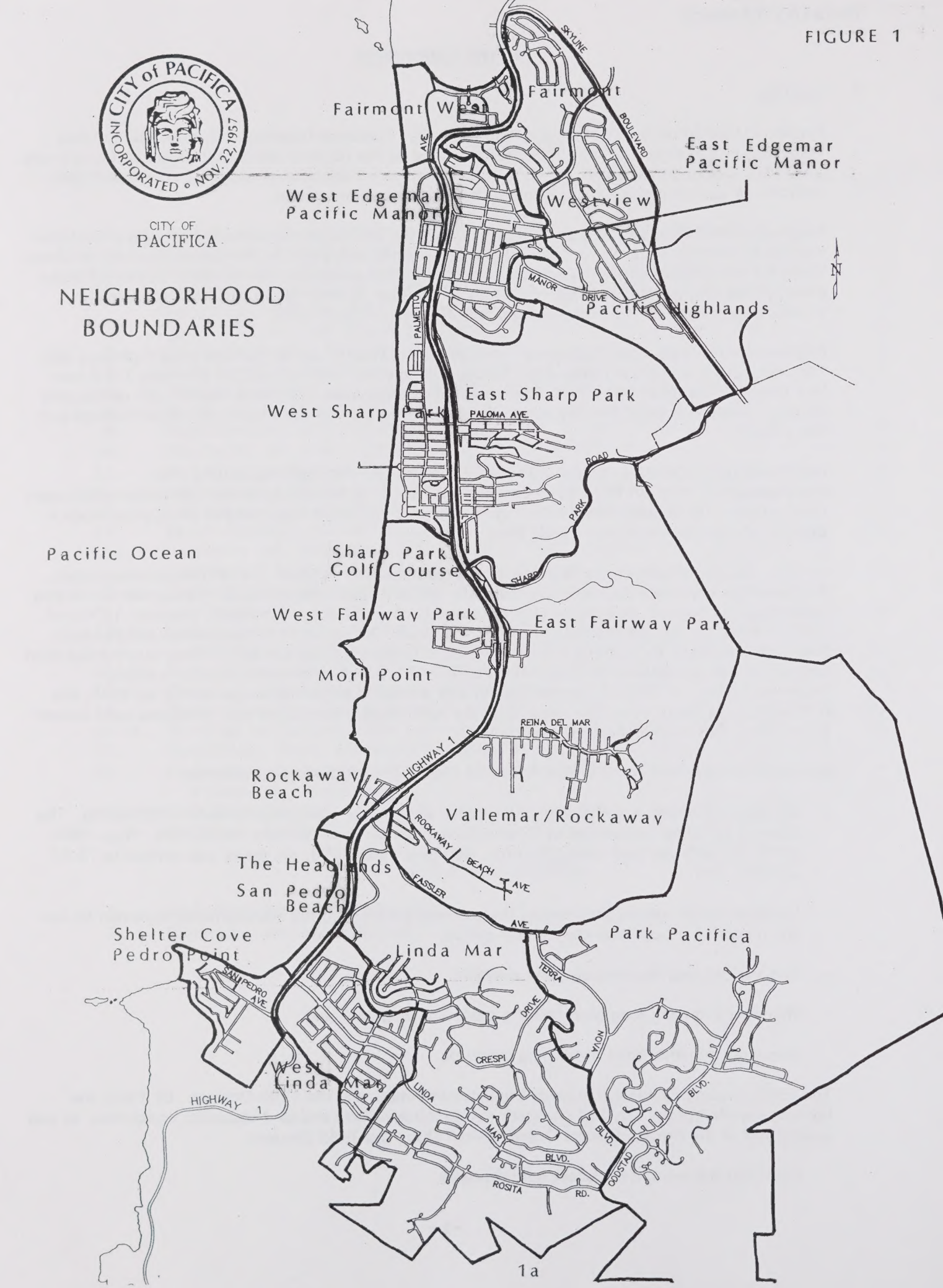
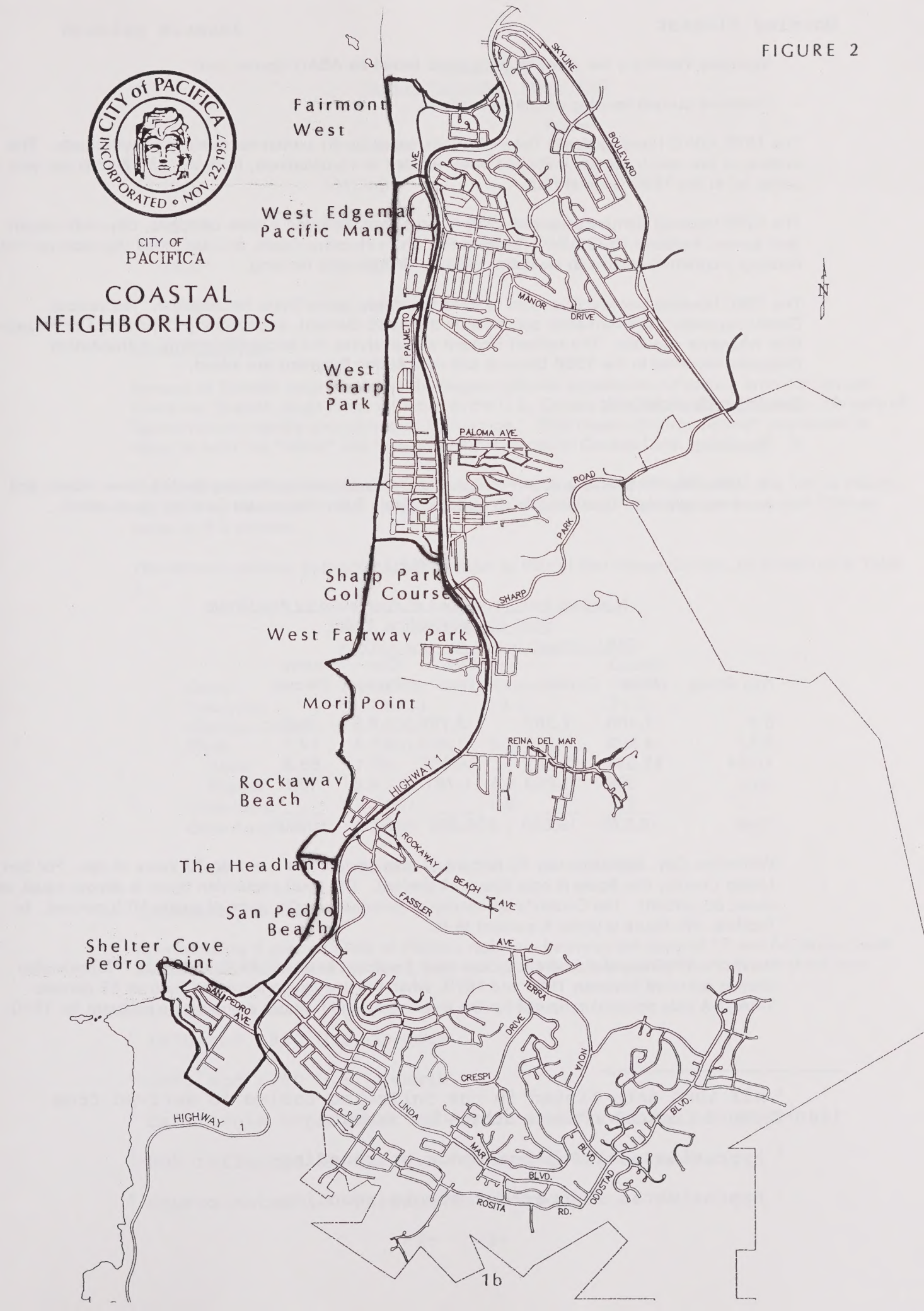

CITY of PACIFICA
INCORPORATED • NOV. 22, 1957
CITY OF
PACIFICA
NEIGHBORHOOD
BOUNDARIES
Fairmont West
Fairmont
East Edgemar
Pacific Manor
West Edgemar
Pacific Manor
Westview
Pacific Highlands
East Sharp Park
West Sharp Park
Pacific Ocean
Sharp Park
Golf Course
West Fairway Park
East Fairway Park
Mori Point
Rockaway
Beach
Vallemar/Rockaway
The Headlands
San Pedro
Beach
Shelter Cove
Pedro Point
Linda Mar
Park Pacifica
West
Linda Mar
SKYLINE
BOULEVARD
AVE
MANOR
DRIVE
PALMETTO
PALOMA AVE
ROAD
PARK
SHARP
REINA DEL MAR
HIGHWAY 1
ROCKAWAY
BEACH
AVE
FASSLER
AVE
SAN PEDRO
AVE
TERRA
DRIVE
CRESPI
VIOLA
LINDA
MAR
BLVD.
BLVD.
BLVD.
ODDSTAD
BLVD.
ROSITA
RD.
HIGHWAY 1
N

FIGURE 2


CITY of PACIFICA
INCORPORATED • NOV. 22, 1957
CITY OF
PACIFICA
COASTAL
NEIGHBORHOODS
Fairmont
West
West Edgemar
Pacific Manor
West
Sharp
Park
Sharp Park
Golf Course
West Fairway Park
Mori Point
Rockaway
Beach
The Headlands
San Pedro
Beach
Shelter Cove
Pedro Point
SKYLINE
BOULEVARD
AVE.
MANOR
DRIVE
PALMETTO
PALOMA AVE.
ROAD
PARK
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ROCKAWAY
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AVE.
TERRA
DRIVE
VISTA
CRESPI
LINDA
MAR
BLVD.
ODDSTAD
BLVD.
ROSITA
RD.
SAN PEDRO
AVE
HIGHWAY 1
N

- Identified Pacifica's fair share housing need, based on ABAG figures, and

- Identified current housing programs available.

The 1983 ABAG Housing Needs Determinations called for 81 units/year to meet growth needs. The number of low and moderate units had been reduced to 45 units/year, from the 73-77 units per year called for in the 1980 General Plan.

The 1986 Housing Element analyzed 1980 Census data, included a more complete, city-wide vacant land survey, included 1983 ABAG Regional Fair Share Housing needs, and described the most current housing programs available to maintain, improve, and develop housing.

The 1990 Housing Element is written to meet the most current State housing law. The revised Element updates the information contained in the 1986 Element, extrapolating Department of Finance data whenever possible. The revised Element also analyzes the accomplishments of the Action Programs identified in the 1986 Element and new Action Programs are added.

2. Population Characteristics

A. Population

In 1980, 36,866 people lived in Pacifica. Pacifica's population is comprised of fewer elderly and more young people than San Mateo County. Table 1 lists figures for Pacifica's population.

TABLE 1

Numbers and Proportions of Population by Age Group
City of Pacifica, 1980[1]

Age Group	Male	Female	City Total	City Percent	County Percent
0-4	1,408	1,387	2,795	7.5	5.8
5-17	4,133	3,770	7,903	21.4	17.7
18-64	12,031	12,356	24,387	66.1	65.8
65+	698	1,083	1,781	4.8	10.5
Total	18,270	18,596	36,866	100.0[2]	100.0[3]

Within the City, approximately 29 percent of the population is less than 17 years of age. For San Mateo County, this figure is only about 24 percent. The adult population figure is almost equal, at about 66 percent. The County's population of persons over 65 years of age is 10.5 percent. In Pacifica, this figure is under 5 percent (4.8).

Pacifica's 1980 population grew by less than 1 percent between 1970 and 1980. Considerable growth occurred between 1960 and 1970, when the population increased by over 69 percent. Table 1-A lists population figures for the three years and includes a population estimate for 1990.

---

[1] All 1980 data listed in the following tables is derived from 1980 Census figures unless otherwise noted.

[2] Approximates 100 percent due to rounding.

[3] Approximates 100 percent due to rounding.

TABLE 1-A
Pacifica Population, 1960-1990

Year	Population	Percent Change
1960	21,700	
1970[4]	36,715	+69.19
1980[5]	36,866	+ 0.41
1990[6]	38,446	+ 4.28

B. Ethnic Population

Persons of Spanish origin comprise the largest minority population in Pacifica, with 13 percent. However, Spanish origin is not reflected in the U.S. Census data for race because some persons of Spanish origin identify themselves as "other race." This means that the Spanish population is mixed in with the "white" and "other race" categories in Census Data.

The black population in Pacifica is 5.5 percent. The largest Asian population in the City is Filipino, which comprises 4 percent of the population. "Other Asians," including Japanese and Chinese, make up 5.6 percent.

The minority makeup in Pacifica is very similar to that of San Mateo County, as illustrated in Table 2.

TABLE 2
Persons by Race
Pacifica and San Mateo County, 1980

Group	Number	City Percent	County Percent
Caucasian	29,133	79.0	78.0
(Spanish Origin	4,825)[7]		
Black	2,051	5.5	6.0
Asian			
Filipino	1,509	4.0	4.0
Other Asian	2,067	5.6	6.2
Other/Unknown	2,106	5.7	5.8
Total	36,866	100.0[8]	100.0

C. Handicapped Persons

Approximately 2 percent (746) of Pacifica residents between the ages of 16 and 64 have a work disability (see Table 3). In addition, 2 percent (739) have a disability that prevents them from

---

[4] 1970 and 1980 U.S. Census

[5] 1970 and 1980 U.S. Census

[6] California Department of Finance estimate as of 1/1/90.

[7] Not reflected in the U.S. Census Data for race.

[8] Approximates 100 percent due to rounding.

participating in the labor force. The Census reports that 1.1 percent, or 302, of the persons between the ages 16 and 64 who lived in Pacifica in 1980 had a disability that prevented them from using public transportation. This figure was higher for those over 65 years of age. Seventeen percent of this population had a public transportation disability in 1980.

TABLE 3

Disabled Persons
City of Pacifica, 1980

	Number	Percent of Age Group
Noninstitutionalized Persons, Ages 16-64	868	2.3
With Work disability	746	2.0
Prevented from working	739	2.0

Persons with a Public Transportation Disability
City of Pacifica, 1980

	Number	Percent of Age Group
Age 16-64	302	1.1
Age 65 +	282	17.0

3. Housing Characteristics

A. Households and Housing Units

Basic information on households and housing units for the City of Pacifica for 1970, 1980 and 1990 are summarized in Table 4. In 1980, the number of units in the City had increased 31 percent over the 1970 figures by 3,142 units. This represents an average of 314 units constructed per year. Household size went down over the ten-year span from 3.6 persons to 2.88. Housing characteristics are listed in Table 5. The California Department of Finance estimated that by January 1, 1990, 716 housing units had been added since 1980.

TABLE 4

Households and Housing Units
City of Pacifica, 1970, 1980, and 1990[9]

	1970	1980	1990[10]
Total households	N/A	12,733	13,451
Total housing units	9,995	13,137	13,853
Persons Per unit	3.6	2.88	2.85

Table 5 summarizes housing characteristics for Pacifica. The City's housing stock is primarily owner occupied (68%) single family (76%). Multifamily units make up 24 percent of all housing units, and mobile homes make up less than 1 percent of the total (0.6%).

[9]1990 figures based on Department of Finance estimates.

TABLE 5

1989 Housing Characteristics[11]
City of Pacifica

Tenure	Occupied Units	%	Vacant/ Available	Vacancy Rate
Owner	9,049	68	123	.89
Renter	4,258	32	315	2.30
TOTAL	13,307	100	438	3.19

Type	Units	%
Single-Family	10,409	76
Multifamily	3,283	24
Mobile Homes	93	0.67
TOTAL	13,745	100[12]

Pacifica has a low vacancy rate for owner-occupied structures. According to the 1980 Census, 398 of the total 13, 137 units were vacant. However, only 133 of those vacant units were available for sale. The vacancy rate for owner-occupied housing, therefore, was only 1.5 percent. It is generally accepted that an overall vacancy rate of 4 percent is needed to provide for normal turnover in housing units.

The renter-occupied vacancy rate in Pacifica in 1980 was 3.8 percent, with 157 of the 4,080 rental units available for rent. This rate reflects a more normal turnover in housing units.

Pacifica's Building Department has surveyed all residential buildings, in accordance with Title 24 (SB 547), suspected of being unreinforced masonry buildings (UMR's). Of the 11 buildings suspected of being UMR's, subsequent investigation disclosed that none of them met the UMR criteria. A report of the Building Department's findings was forwarded to the California Seismic Safety Commission.

B. Income

As shown in Table 6, Pacifica's estimated median household income in 1989 was lower than that for the Bay Area.

TABLE 6

Median Household Income, 1989

Pacifica	$39,900[13]
San Mateo County	$45,600[14]
Bay Area	$42,744[15]

---

[11]1989 figures based on Department of Finance estimates.

[12]Approximates 100 percent due to rounding.

[13]Figure assumes a 12.5 percent difference between San Mateo County Median household income, based on 1987 Housing Element.

[14]February 1990 median income based on California Administrative Code Title 25, Section 6932 for four person family.

The poverty level income in 1979 was $3,774 for single persons under 65, $3,479 for a single-person 65 or older, and $4,389 for two-person households with both members 65 or older. As shown in Table 7, 5.6 percent of the City's population under 65 lived at, or below, the poverty level. For those over 65, this figure was less than 1 percent. These percentages were close to those for San Mateo County.

TABLE 7

Poverty Level Status by Age and Family Type
City of Pacifica, 1980

At or Below Poverty Level	Number	Percent	San Mateo County
Persons under 65	2,070	5.6	5.5
Persons 65 +	69	<1	<1
Families	449	4.7	3.4
Families Headed by Females	235	2.1	1.5

Pacifica has a higher percentage of families below the poverty level than San Mateo County. Census information indicates that in 1980, 4.7 percent of families in the City were below poverty level, while only 3.4 percent of families in the County were below poverty level. This trend is also true for families headed by females. In the City 2.1 percent of below-poverty families are headed by females. This figure is only 1.5 percent for San Mateo County.

In August 1989, 3,210 San Mateo households received housing assistance either through vouchers and certificates or by living in public housing units. The Bay Area Council estimated that another 500 households were on a waiting list for assistance.

C. Housing Costs

As shown in Table 8, the median rent for Pacifica in 1989 was $860/month. Rents were 8 percent higher in Pacifica than for San Mateo County as a whole and 14 percent higher than the Bay Area average.

TABLE 8

Housing Costs, 1989

	Pacifica	San Mateo County	Bay Area Average
Median Rent	$859[16]	$759[17]	$750[18]
Median Home Value	$189,679[19]	$296,366[20]	$262,271[21]

---

[15]Mean of the nine Bay Area counties' median income listed in California Administrative Code Title 25, Section 6932 for four person family.

[16]Extrapolated based on Pacifica's 1980 percentages of the 1980 San Mateo figure.

[17]Bay Area Council estimate as of April 1989.

[18]Bay Area Council estimate as of October 1989.

Although rents are higher in Pacifica than for San Mateo County and the Bay area, the average house value is lower in Pacifica. In 1989, median house value in the City was $189,674. This figure was 36 percent lower than the average house price in San Mateo County and 13 percent lower than the average house price for the entire Bay Area.

D. Household Characteristics

In 1980, the majority of households in Pacifica were comprised of married couples (62%). Single-person households made up 4.5 percent, single-parent households made up 7.7 percent and nonfamily households made up 25 percent. There were approximately 990 (7.9%) households in Pacifica with a single parent and one or more children. Of this single parent household group, 80 percent (796) were headed by females.

The elderly (those age 65 or older) made up 4.8 percent of Pacifica's population in 1980. Of this elderly population, 67 percent lived in households (47% as a householder or spouse), 7 percent lived in group quarters, and 26 percent lived alone.

II. HOUSING NEEDS ASSESSMENT

1. Purpose

The housing needs assessment summarizes the specific types of needs for housing in the City of Pacifica. Data and housing issues are discussed and analyzed. Housing needs are quantified where possible. The Community Profile (Section I) provides background information for these housing needs.

State housing law (Government Code Section 65583{a}{1}-{6}) requires that the Housing Element "shall consist of an identification and analysis of existing and projected housing needs" which include:

- Analysis of population and employment trends and documentation of projections,
- Quantification of existing and projected housing needs for all income levels (including share of regional need),
- Inventory of land suitable for residential development and the constraints relevant to meeting those needs,
- Analysis of government and nongovernmental constraints upon the maintenance, improvement and development of housing,
- Analysis of special housing needs (such as handicapped, elderly, large families, farm workers, families with female head of household, and families and persons in need of emergency shelter),
- Analysis of opportunities for energy conservation with respect to residential development,
- Analysis and documentation of household and housing characteristics.

The following is a summary of the data and analysis of housing needs as required in State law.

---

[19]Extrapolated based on 1980 percentages of Bay Area average.

[20]Extrapolated based on 1980 percentages of Bay Area average.

[21]Bay Area Council estimate as of October 1989.

2. Population Growth

The Association of Bay Area Governments (ABAG) has estimated Pacifica's future population growth in its publication "Projections '90." The City's population is expected to increase about 7.9 percent through the year 2005. Total households are expected to increase roughly 7.7 percent over the same period, reflecting the trend of fewer persons per household.

Table 9, below, gives actual numbers for projected growth in Pacifica, based on ABAG's estimates. It should be noted that the 1980 figure in Table 9 is from the 1980 U.S. Census, while the 1989 figure is an estimate from the State Department of Finance. The ABAG estimates are those for 1990-2005.

TABLE 9

Population and Household Growth, 1980-2005

Year	Total Population	Household Population	Households
1980	36,866	36,732	12,733
1989	37,856	37,739	13,307
1990	38,100	38,000	13,420
1995	38,600	38,500	13,840
2000	39,100	39,000	14,070
2005	39,800	39,600	14,520

Pacifica's slow growth rate projected for the future can be attributed to market and government constraints, as well as to land capability and infrastructure constraints. Each topic is discussed later in this section.

3. Employment

In 1980, 19,388 Pacifica residents 16 years of age and over were employed. As shown in Table 10, only 11 percent of Pacifica residents were employed in Pacifica. Most of those who worked outside the City limits were employed in San Francisco.

TABLE 10

Workers 16 and Over by Place of Work

TOTAL	19,388
Worked in Pacifica	2,247 (11%)
Worked Outside Pacifica	15,128 (78%)
Worked in San Francisco	8,233 (42%)

Major employers in Pacifica are listed in Table 11. Major employment sectors, as indicated in the table, are retail, services (which include people employed in entertainment, recreational, and clerical fields), communication, utilities, and public administration.

TABLE 11

Major Employers in Pacifica, 1989

Name of Company	Employment	Type of Business
Laguna Salada School District	371	Education
City of Pacifica	280	Municipal Services
Safeway Stores, Inc.	215	Food
Jefferson Union High School Dist.	120	Education
Lighthouse Hotel	78	Hotel
U. S. Post Office	78	Postal Services
Drake Publishing Company	50	Newspaper Publishing
Gust Enterprises	50	Restaurant and Motel
McDonald's Restaurant	46	Restaurant
Ross Stores	30	Retailing Clothing

Pacifica residents are employed in a wide range of employment sectors. Table 12 lists 1980 employment. It should be noted that the table includes residents who commute from Pacifica to work outside the City.

TABLE 12

Employed Persons 16 and Over, by Industry - 1980

Retail Trade	3,503
Finance, Insurance, Real Estate	2,267
Transportation	1,969
Health Services	1,367
Educational Services	1,269
Wholesale Trade	1,238
Construction	1,176
Business and Repair Services	1,110
Public Administration	1,060
Communication, Other Public Utilities	1,024
All Other	2,821

Major employment sectors, including retail trade, finance, insurance, real estate and transportation, reflect the fact that Pacifica is near San Francisco and the airport. San Francisco is primarily a business, financial, services, administrative, and government center. It depends heavily on the surrounding cities for much of its administrative, technical, and professional labor force. The San Francisco Airport, in close proximity to Pacifica, is largely responsible for the high labor force figure for transportation.

Future employment figures for Pacifica have been provided by ABAG in its document "Projections '90." Overall employment in the City is expected to increase by 11.7 percent by the year 2005. Table 13 includes ABAG's predictions for major sectors of Pacifica's economy.

TABLE 13

Employment Growth by Sector, 1985-2005[22]

Sector	1985	2005	% Change
Agriculture and Mining	80	80	0
Manufacturing and Wholesale	130	270	+ 48.1
Retail	1,240	1,620	+ 76.5
Services[23]	1,330	1,940	+ 68.6
Other[24]	1,070	1,180	+ 90.7
Total Employment	3,850	5,090	+ 75.6

As shown by the figures in Table 13, ABAG expects future employment growth to be highest in the manufacturing and wholesale sector. It should be noted, however, that the City has little land zoned for manufacturing and wholesale uses, nor are such uses encouraged in the General Plan. This figure may therefore be overestimated. Retail, services and "other" sectors are expected to increase moderately. Overall employment in Pacifica is expected to increase between 5.75 to 23 percent every five years. In absolute numbers, ABAG projections indicate that jobs will increase between 300 to 900 every five years. As previously indicated, the employment projections appear high based on land availability.

Vacant sites for commercial uses include portions of a 20-acre parcel on Sharp Park Road and College Drive at Pacifica's eastern City limit, and infill sites in the Sharp Park area along Palmetto Avenue. The 20-acre parcel on Sharp Park Road and College Drive is in close proximity to South San Francisco and San Bruno, both densely populated cities. The City has approved a project for the property which includes retail uses, a skilled nursing facility, and residential development.

Palmetto Avenue is developed with a mix of visitor-serving uses and light industrial uses. Future development will likely follow the same patterns.

Another potential major commercial site is the Mori Point area. If developed as presently approved, this 108 acre mixed use site would contain 275 room hotel/conference center and two free-standing restaurants. Residential development may also be included. Development of this property would be contingent on securing final approval from the U.S. Fish and Wildlife Service and approval by the California Coastal Commission.

The Pacifica Quarry also represents a potential site for large scale commercial development. A Specific Plan has been adopted by the City calling for a mix of visitor-serving commercial uses and business commercial uses. Residential development is also possible. Land use intensities will be limited by the potential environmental impacts of development.

Additional commercially designated sites are listed in the Vacant Commercial Land Survey prepared in February 1986.

---

[22]Source: ABAG, Projections '90.

[23]Includes clerical, recreational, entertainment, hotel and motel workers.

[24]Includes finance, insurance, real estate, communications, utilities and public administration.

4. Existing Needs

A. Income

In 1979, the average family income in Pacifica was $28,408. This figure was 16 percent lower than the San Mateo County-wide average and 4 percent lower than for the nine-county Bay Area. Table 14 compares income figures for households, families and individuals by the three geographical areas.

TABLE 14

Mean Income in 1979 for Pacifica, San Mateo County and the Nine county Bay Area

	Pacifica	San Mateo County	Bay Region
Households	$25,324	$27,646	$24,308
Families	$28,408	$32,916	$29,556
Individuals	$13,270	$13,711	$11,843

As indicated in Table 14, the gap between income levels for Pacifica and San Mateo County was much smaller for the household and individual income categories. Pacifica ranked higher than the Bay Area as a whole in mean household and individual income. However, when compared to San Mateo County, Pacifica's household income was nine percent lower, while the figure for individuals was three percent lower. Several factors may help to explain why Pacifica was closer to both the County and the Bay area in household income figures, but not family figures. First, households include unrelated individuals and may have more than one working person. Second, households can be expected to have fewer children than families. Income in households can thus be expected to be distributed among fewer people than in families.

B. Housing Costs

As described on page 8 under the discussion of housing costs, the value of a home in Pacifica is 36 percent lower than for San Mateo County and 13 percent lower than for the nine county Bay Area. Even though Pacifica can be considered one of the more affordable cities in the County in terms of housing, a share of its population overpays for housing.

Overpayment for housing is defined as payment of more than 25 percent of gross household income for housing. According to the 1980 Census, 31 percent of households in owner-occupied units were overpaying for housing. Another 50 percent of households in rental units were overpaying. In August 1989, the Bay Area Council estimated that, throughout the Bay Area, at least 492,000 lower income households are overpaying for housing. Table 15 illustrates the incidence of overpayment in 1980 by income level in Pacifica.

TABLE 15

Percent of Renters and Owners Overpaying for Housing by Income Category, 1980

Income	Owners	% of Income Category	Renters	% of Income Category
$0 -$ 4,999	159	87%	353	86%
$ 5,000-$ 9,999	281	83%	451	91%
$10,000-$14,999	276	48%	651	86%
$15,000-$19,999	381	51%	346	55%
$20,000 +	1,304	22%	215	13%
Total overpaying	2,410		2,016	
Percent of all households overpaying		31%		50%

The California Department of Housing and Community Development has provided communities with a "Methodology for Calculating Lower Income Overpayment." Tables 15-A and 15-B were compiled using this methodology along with 1980 U.S. Census information.

The median income for San Mateo County in 1980 was $23,175. A lower income household is defined by California Administrative Code Title 25, Section 6928 as a household with an annual income of $18,540 (80% of the County median), or less. The boxed figures in Table 15-A represent the total number of lower renters, plus those renters in the income range from $18,540 (the lower income limit) to $19,999 (the break off figures for the fourth income range) that are "overpaying" (paying more than 25% of their household income for housing). The methodology provided by HCD makes it possible to calculate the number of households in the fourth income range who are overpaying. As shown in Table 15-A, 1,700 of the renter households overpaying for housing costs are lower income. This represents 84% of the total number of renter households overpaying.

TABLE 15-A

Renter Household Income by Gross Rent
As A Percent of Income in 1979

Rent as % of Income	$ 0-4,999	$ 5,000 9,999	$10,000 14,000	$15,000 19,999	$20,000 or more	Total
0-19%	14	31	44	101	986	1,176
20-24%	42	13	62	176	369	663
25-34%	71	56	319	292	208	946
35% +	141	395	333	54	7	1,070
Total	537	518	769	623	1,578	4,025

Total Households Overpaying = 2,016

Total Lower Income Renter Households Overpaying = 1,700

The same method of calculation was used for Table 15-B. In this case, 986 of the noncondominium owner households overpaying were lower income, or 41% of the total owner households overpaying.

TABLE 15-B

Noncondominium Owner Household Income by Selected Monthly Housing Cost as a Percent of Income in 1979

Housing Cost as % of Income	$ 0-4,999	$5,000 9,999	$10,000 $14,999	$15,000 19,999	$20,000 or more	Total
0-19%	0	47	219	281	3,737	4,284
20-24%	24	8	73	80	698	883
25-34%	18	91	103	165	963	1,340
35% +	141	190	173	216	341	1,061
Not computed	46	0	0	0	0	46
Total	229	336	568	742	5,739	7,614

Total Households Overpaying = 2,401

Total Lower Income Noncondominium
Owner Households Overpaying = 986

In its "Housing Needs Determination" of 1989, ABAG provided more recent information on low income households overpaying for housing. This information is shown in Table 15-C.

TABLE 15-C
Overpaying - Pacifica, 1989

# of Low Income H.H.* Owning	# of Low Income H.H. Renting	# of Low Income H.H. (Owners)	# of Low Income H.H. (Renters)	# of Low Income Owners Overpaying	# of Low Income Renters Overpaying
1,558	2,040	829	1,558	53	76

*Households

Source: ABAG, "Housing Needs Determination," 1989, p-81.

C. Rehabilitation Need and Overcrowding

According to the 1980 Census, 43 percent of Pacifica's housing stock was constructed before 1960. Another 33 percent was built between 1960 and 1969. Homes in the City are exposed to more extreme weather than elsewhere in the Bay Area. Strong winds, almost constant exposure to salt air, and frequent heavy rains during the winter months combine to erode paint, rust metal objects, and blow away roof shingles. Maintenance and repairs are often necessary, especially for houses west of Highway 1.

A portion of the housing stock in Pacifica needs rehabilitation or replacement. Pacifica's Building Official estimates that 3-5 percent of all housing in the City needs rehabilitation. Neighborhoods where homes most need rehabilitation include Sharp Park, Pacific Manor, Edgemar, and Vallemar. The Building Official is aware of only six units needing replacement.

Approximately 4 percent of the housing units, or 487, were overcrowded in 1980 according to the U.S. Census. The Census defines an overcrowded unit as one occupied by more than 1.01 persons per room.

5. Special Needs

A. Large Families

A large family has been defined as a household comprised of five (5) or more nonelderly persons. In 1980, 14 percent of Pacifica's households (1,817) had five (5) persons or more. Assuming the percentage of large family households has remained constant over the last ten years, large family households would total 1,883 in 1990 (14 percent of 13,451 total households).

Although large families can have difficulty in finding suitable housing, in 1980 17 percent (2,125) of Pacifica's housing units had four (4) or more bedrooms, and 49 percent (6,218) had three (3) bedrooms. If these percentages are applied to 1990, 2,287 of Pacifica's housing units had four (4) or more bedrooms, and 6,591 had three (3) bedrooms. In addition, average household in size in Pacifica has shown a steady decline from 3.65 persons per household in 1970 to 2.88 persons per household in 1980, to 2.85 persons per household in 1990. It is projected that this figure will continue to drop to 2.72 persons in 2005. (Projections '90, ABAG.)

B. Female Head of Households/Single Parents

The number of households headed by single parents suggests a need for child care, recreation programs, proximity to public transit, and other social services. In 1980, there were 990 households with children headed by single parents (8% of the total households). Of these households, 796 were headed by females; 218 of the female-headed households with children had income below the poverty level. The total number of female-headed households (with and without children) was 1,208 with 235 below the poverty level.

If the above percentages are applied to 1990, 1,076 households with children were headed by single parents. Of these households, 865 were headed by females; 236 of the female-headed households with children had incomes below the poverty level. The total number of female-headed households (with and without children) was 1,257 with 243 below the poverty level.

C. Seniors

In 1980, there were 1,001 elderly households (age 65 and over) in Pacifica. Of these, 640 (64%) were owner households, and 361 were renters. Sixty-nine (69) elderly households were below the poverty level. If these percentages are applied to 1990, there were 1,057 elderly households in Pacifica, with 676 owner households and 381 renters. Seventy-two (72) elderly households were below the poverty level.

Many of Pacifica's elderly live in one of three senior apartment complexes: Casa Pacifica, on Terra Nova Boulevard in the Linda Mar neighborhood, has 102 units; Ocean View Inn on Crespi Drive, near Highway 1 has 75 units; and Pacific Oaks on Oddstad Boulevard with 104 units. These complexes contain special features to assist the elderly, including handrails in bathrooms and alert systems for units with handicapped residents. These complexes also have waiting lists, indicating a demand for senior housing in Pacifica.

D. Racial/Ethnic Minority

Minorities constituted 19 percent of the City's population in 1980, an increase of 13 percent from 1970. The Hispanic population is the largest minority, with 4,825 persons, or 13 percent. The Asian community, with 3,576 persons, or 9.6 percent, make up the next largest minority. Minority populations tend to be concentrated in Pacifica's northern neighborhoods in greater numbers than in other areas of the City.

Although it is likely that Pacifica's minority population increased between 1980 and 1990, no figures are currently available. However, if the 1980 percentages are applied to 1990, the Hispanic population would total 4,998 and the Asian population would total 3,691.

E. The Homeless

The Pacifica Resource Center, the City's human services agency, assisted approximately 400 households in need of housing or emergency shelter from January 1987 to January 1990. Unfortunately, Resource Center staff is unable to identify subpopulations of the homeless in Pacifica. However, a report prepared for the Hunger and Homeless Action Coalitions "Living in the Shadow of Affluence," reports that 15% of the homeless in San Mateo County are mentally ill, and 25% had substance abuse problems.

Resource Center staff indicated that homeless situations in Pacifica arise from three events:

(1) The loss of income and/or eviction.

(2) Problems occurring during relocation to the Bay Area from out of the region.

(3) Family crises, such as violence in the home.

Homeless situations are often temporarily resolved when individuals or families find shelter with friends or relatives. For those who have an income, Resource Center staff assists in directing the homeless to services or agencies that help find housing. The Resource Center occasionally pays for temporary shelter through infrequent private donations or Salvation Army vouchers. Other temporary locations for the homeless in San Mateo County include a battered women's shelter in San Mateo, family shelters in Redwood City, and a singles shelter in San Mateo. Resource Center staff believe there is an unmet need in Pacifica for shelter for the homeless. To address this need, the City has amended its Zoning Ordinance to allow 24 hour shelters for homeless persons, victims of family violence and other need categories in the R-1 (single-family residential) zone as a permitted use. See Action Program No. 31.

Resource Center staff noted an increase in the number of homeless families and individuals in recent years.

F. The Disabled

In 1980, there were 1,614 persons between the ages of 16 and 64 with a work disability. This represented 6.2 percent of the total population within this age range. Of the 1,614 persons with a work disability, 739 (2.8 percent) were prevented from working. Three hundred two (302) (1.16 percent) persons 16 to 64 years of age had a disability which prevented them from using public transportation, and 282 persons 65 years of age and over had a similar disability. This represented 16.2 percent of the total population 65 years of age and over.

In 1990, according to the Center for Independence of the Disabled, 15 percent of the total population of San Mateo County between the ages of 16 and 64 were physically, mentally, or developmentally disabled, and 25% of the population over 64 years of age had a physical, mental, or developmental disability. Consideration must be given to accommodating this segment of the population when designing access facilities for public improvements, transportation systems, and housing.

G. Farm Workers

The 1980 Census identifies 97 persons employed in the industries of agriculture, forestry, fisheries, and mining; and 52 households deriving income from self-employment farming.

6. Regional Housing Needs

ABAG has determined Pacifica's existing and projected regional housing needs in its 1989 publication entitled, "Housing Needs Determinations, San Francisco Bay Region." The housing needs projections were based on six factors:

- Market demand for housing,
- Employment opportunities,
- Availability of suitable sites and public facilities,
- Commuting patterns,
- Type and tenure of housing,
- Housing needs of farm workers.

ABAG estimated that between 1988 and 1995, 811 units will be required to maintain an adequate housing supply. However, because ABAG's determination was based on Department of Finance figures for January 1, 1988, it did not include the Hayman Homes project (70 units), the Pacific Oaks senior housing project (104 units), nor the Pedro Valley School project (48 units). With the construction of these projects, 222 units may be deducted from the 811. In addition, another 164 units have been constructed between January 1, 1988, and August 31, 1990. When combined with the 222 units cited above, a total of 386 units may be deducted from the 811 units estimated by ABAG, bringing Pacifica's most up-to-date housing need to 425 units between 1988 and 1995. Based upon the above revisions, the City's distribution of need by income category breaks down as follows:

TABLE 15-D

	Need 1988-1995
Very low income	146 (21/yr)
Lower income	72 (10/yr)
Moderate income	120 (17/yr)
Above moderate income	87 (12/yr)
	425

As shown below in Section III, Land Inventory, there are adequate sites within the City to accommodate projected need. The City also has enough permits available under the Growth Control Ordinance (Pacifica Municipal Code Title 9, Chapter 5, section 9-5.01 et seq.) to accommodate the seven-year need from 1990-1995. Allocations are available for 119 units for fiscal year 1990-1991 and 70 permits will be available in fiscal year 1991-1992. It is anticipated that the Growth Control Ordinance will be extended or revised by June 1992 prior to its expiration. If continued with 70 units per year, permits for 539 units would be available between 1988 and 1995. The seven-year projected need is 425 units (61 units per year for seven years). This is below the 70 units per year allowed by the Growth Control Ordinance. In addition, large projects such as the 104 senior and handicapped units at Pacific Oaks and the 110 unit Skyridge project have been exempted from the Growth Control Ordinance by a vote of the people. (The Growth Control Ordinance is discussed in more detail under the following section, Governmental Constraints.) Table 15-D also shows that the greatest housing need in Pacifica is for residents with very low incomes, followed by moderate and above moderate income residents.

The 1980 General Plan assumed that 10 units per year would be needed to replace substandard or lost units. ABAG estimated that 26 rental units per year will be required to keep up with growth.

7. Market Constraint

A number of nongovernmental constraints contribute to the cost of housing. These include price of land, construction costs, and financing. Opinions vary as to the relative importance of these and other factors in contributing to housing price increases, although the price of land undoubtedly plays a major role[26]. For example, in 1978 a standard size (5,000 square feet) vacant infill lot in Pacifica, zoned for residential use, sold for $10,000, to $20,000. In 1990, a similar lot sold for $85,000 to $100,000[26]. This represents a 30 to 40 percent increase over seven years, or approximately four to six percent per year.

Current construction costs for a single-family residence are estimated at$100 per square foot, including labor and materials[27]. This is an increase of approximately $50 per square foot since 1978[28]. If the price of land is included, the cost of developing a 2,000 square foot single-family residence in Pacifica would run from $215,000 to $230,000. According to the Pacifica Building Department, construction costs for multifamily developments is approximately $62.00 per square foot. The cost of vacant land zoned for multifamily residential use is difficult to estimate because

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[25]Schwartz, Seymour and Johnson, Robert, Local Government Initiatives for Affordable Housing, U.C. Davis, 1981.

[26]Estimate based on conversations with local realtors.

[27]Estimate based on conversations with local architects and builders.

[28]City of Pacifica, 1980 Housing Element.

so many variables (location, topography, etc.) come into play. However, an estimate of $50,000 per unit is generally considered accurate[29].

Financing is another important factor which contributes to housing costs. Unlike the price of land and construction costs, interest rates have experienced a downward trend in recent months. Unfortunately, the City of Pacifica can do little to ensure that this trend will continue, just as it can do little to reverse the upward trend of land prices and construction costs.

The City can, however, take measures to mitigate governmental restraints. This is further discussed below under "Governmental Constraints."

Financing for new residential construction is available in Pacifica. For example, the Linda Mar Branch of the Bank of America makes new construction loans from $25,000 to $1,000,000, and encourages new loan applicants. Eureka Bank also has financing available for new home purchases and refinancing. Interest rates on these loans vary form 9.5 to 10 percent.

The City attempts to mitigate the cost of construction of affordable rental and ownership housing through density bonuses and second residential units. This is discussed in Section IV, under "Methods to Promote Affordable Housing."

8. Governmental Constraints

Several constraints to the development of housing exist in Pacifica which are a result of the City action. They include:

- The Growth Control Ordinance.

- Building Codes, Improvement Fees, and Land Use Controls.

- Processing and Permit Procedures.

A. Growth Control Ordinance

In January 1982, the Pacifica City Council adopted Ordinance No. 322-C.S., an initiative ordinance which provided for controlled residential growth through 1992. The Ordinance contains findings concerning adverse effects of rapid residential growth in Pacifica and, as a result, limited new dwelling units to a maximum of 70 units annually. To ensure an equitable distribution of units and to encourage infill, the Ordinance provides that no applicant for development approval shall receive greater than 20% of the annual allotment each year. The Ordinance has since been interpreted to allow accumulation of units. Unused allocation in any year carries over to next year's allotment; the 20% limitation is calculated on the basis of total available allotment, including unused carry-over from previous years.

In November 1982, the Ordinance was amended to exempt single-family dwellings on individual infill lots, so that the 70 unit limitation currently applies only to residential development on non-infill lands (detached single-family residential development within undeveloped areas), clustered housing projects, and multiple-unit projects.

A competitive evaluation system has been adopted to implement the Ordinance and to allocate permits. Low and moderate income projects receive preference in ranking. The evaluation system also addresses availability of community services, neighborhood consistency, environmental and aesthetic impacts, and open space preservation.

The Ordinance also provides that lands zoned "Agricultural" or "Hillside Preservation District" may not be rezoned without a vote of the people.

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[29]Estimate based on conversations with local realtors.

The purpose of retaining agricultural zoning is to prevent premature conversion of agricultural land to urban uses, prevent urban sprawl, and conserve coastal and open space resources upon which Pacifica's economy depends. The purpose of retaining Hillside Preservation District zoning is to protect against potentially hazardous conditions peculiar to hillsides, ensure development compatible with Pacifica's hillside resources, preserve open space, and retain natural terrain by encouraging the concentration of dwellings within the developed area of the City.

All policies and provisions of the Growth Control Ordinance are incorporated as part of the goals, objectives, and policies of Pacifica's Housing Element. This specifically includes an annual limitation of 70 units per year, subject to increases due to the exemptions, carry-over of units from year to year, any statutory housing programs which are excluded from growth control limitations, and any future amendments to the Growth Control Ordinance. At the beginning of fiscal year 1990-1991, there were 199 allocations available. As of April 1990, a balance of 86 permits remained. An excess of permits (over the 70 units allotted per year) has occurred due to a carry-over of unused permits from previous years.

The Growth Control Ordinance has not been a constraint to the development of housing. As indicated above, the 70 unit per year limit has yet to be reached in any given year, resulting in a current inventory of 119 units. This means that for fiscal year 1990-1991, a single developer could be issued up to 24 units (20% of total) in one year. In addition, projects which feature low and moderate income housing are given preference in the competitive evaluation system, thereby encouraging more affordable housing. The system ranks projects according to rating criteria. Points are assigned based on certain aspects of a project. The project with the most points is allocated permits, provided the allocation does not exceed the maximum available units. Projects which contain 25% or more low or moderate income housing are given 50 points, the highest amount possible. Projects which contain between 11% and 24% low and moderate income housing units are given 30 points, and projects with 10% low or moderate income housing units are given 20 points. It should be noted that the evaluation system has not been needed because of the continuing availability of surplus units.

Single-family dwellings on infill lots are exempt from the Ordinance. It has been estimated that there are approximately 199 infill sites in the City, which means that 19 units a year could be built between 1985 and 1995 over and above the 70 units per year allowed under the Growth Control Ordinance.

Units which are replaced on a one-for-one basis are also exempt from the Ordinance and certain projects can be exempted form the Ordinance by a vote of the people. With the exemptions provided for in the Ordinance and the priority system which favors low and moderate income housing, further mitigation of the Growth Control Ordinance is not necessary. It should be noted however, that it is anticipated that a new Growth Control Ordinance will be adopted when the current ordinance expires. As described in Action Program 15, amendments to the ordinance will be considered.

B. Building Codes and Improvement Fees, and Land Use Controls

New housing costs are increased by building standard requirements and fees. For example, multifamily buildings require sprinkler systems and all new development must comply with the California Energy Code. These requirements can increase the cost of construction and the subsequent purchase price. In some cases, where unusual circumstances exist (e.g., excessive distance form the street, difficult access for fire fighting apparatus, etc.), one- and two-family dwellings may be required to install sprinkler systems. This can increase construction costs from one to four dollars per square foot[30].

Fees imposed on new residential development also increase housing. Fees imposed in Pacifica are listed in Table 16 below.

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[30]Pacifica Fire Services, 1990

TABLE 16

Fees for New Development, 1990

(1) Sewer connection fees
Single-family townhouse and condominium ...$688/unit
Multifamily dwelling.....$527/unit

(2) Trunk line fees
Residential property.....$515/unit or
$1031/acre

(3) Traffic impact mitigation improvement fund
Residential property.....$513 - 2,382/unit

(4) Tap to sanitary sewer main fee
Number of taps.....$222/tap

(5) In-lieu park dedication fee.....$1,000 - 1,200/unit

(6) Inspection fee.....$52.00/hour

(7) Capital Improvement fee..... $125/bedroom

(8) Sanitary sewer service charge.....$106.56/unit

(9) Subdivision plan check fee.....$52/hour

The City's amendments to the UBC are relatively minor. Impervious under slab flooring is required due to flood potential and reinforced steel is required due to seismic considerations. The City has also prohibited wood shake shingle roofing due to fire hazards.

The City's requirements regarding off-site improvements vary, depending on the site or area. In improved areas, developers of infill sites must either install sidewalks, curbs and gutters along site frontage, or sign an agreement to install such improvements at a later time. On-site utilities must be undergrounded to the pole, but the pole is not required to be undergrounded. Larger projects (i.e., subdivisions of more than four parcels) may have to underground the pole in addition to providing other improvements listed above.

In developed neighborhoods which do not currently have sidewalks, curbs, and gutters (i.e., Pedro Point, Vallemar, and Rockaway Beach), such improvements are not required. Where new streets are required, the width of the street depends on the slope. In general, the steeper the slope, the narrower the required street width. The minimum street width required is 22 feet.

The City's Subdivision Ordinance allows the Planning Commission to relax street improvement standards where topography, probable future traffic, or other circumstances justify a lesser standard. The requirement to underground utilities may be waived if the City Engineer finds that the subdivision is within an area where existing utilities have not been undergrounded, that undergrounding is impractical due to physical constraints, and that overhead utilities will have no significant visual impact.

Other off-site improvements, such as street lights, fire hydrants, signs, street trees, and monuments may also be required as determined by the City Engineer. These requirements are consistent with most surrounding jurisdictions.

Land use controls are another potential constraint to housing. Zoning requirements for residential development are shown in Table 16-A.

TABLE 16-A

Zoning Requirements by Residential Zone

Standard	Zoning District			
	R-1	R-2	R-3	R-3-G
Lot Area	5,000 s.f.	5,000 s.f.	5,000 s.f.	7,500 s.f.
Area/Dwelling Unit	5,000 s.f.	2,900 s.f.	2,075 s.f.	2,300 s.f.
Lot Width	50 ft.	50 ft.	50 ft.	60 ft.
Front Setback	20 ft. to garage	20 ft. to garage	20 ft. to garage	20 ft. to garage
Side Setback	5 ft.	5 ft.	5 ft.	5 ft.
Rear Setback	20 ft.	20 ft.	20 ft.	20 ft.
Maximum Coverage	40%	50%	60%	50%
Landscaped Area	20%	20%	20%	25%
Usable Open Space	-	-	400 s.f./unit	450 s.f./unit
Maximum Height	35 ft.	35 ft.	35 ft.	35 ft.
Parking	2 covered spaces	2 covered spaces	1.5 spaces/unit + .5 space for each bedroom more than 1	Same as R-3

Pacifica's residential zoning standards are not overly restrictive, and cannot be considered a constraint to housing.

The City's Subdivision Ordinance requires that subdivisions of more than four (4) parcels either:

- dedicate land for park and recreation facilities sufficient in size and topography to serve present and future needs of subdivision residents (.02 acre per unit), or

- pay a fee in-lieu of dedication equal to the value of the land which would otherwise be dedicated.

In-lieu fees collected are used for developing new or rehabilitating existing neighborhood or community park or recreational facilities reasonably related to serving the subdivision.

The City's parkland dedication requirement is not considered inconsistent with those of neighboring communities. Action programs listed below under "Methods to Promote Affordable Housing" will help to mitigate potential constraints of the dedication requirements.

C. Processing and Permit Procedures

Special permit procedures required for certain types of housing projects may increase costs of some housing types and delay developments which otherwise meets specific zoning and General Plan standards. For example, a Specific Plan is required for development proposed on property with a PD zoning designation. A Site Development Permit is required for development on property zoned as R-3. Use and Site Development Permits are required for second residential units.

Planning fees to process applications are based on an hourly rate of $52. Large projects requiring a Specific Plan and an EIR take from 6 to 8 months to process, and 4 to 5 months

without an EIR. Projects requiring Site Development and/or Use Permits take approximately 6 weeks to process. Action Program 14A will help to mitigate constraints resulting from processing and permit procedures.

9. Other Constraints

Pacifica has three additional constraints to development which are not institutional or government limitations. They include geologic hazards, sewage treatment and collection, and highway capacity.

A. Geological Hazards

In January 1982, Pacifica experienced widespread and severe landslides and flooding which caused loss of life and significant property damage. These events caused Pacifica to undertake a new approach to development, including instituting a new geological review process and retaining an independent engineering and geology firm to review all hillside projects. According to Pacifica's geotechnical consultant, slope stability has been overrated in the past in Pacifica, and standards used to evaluate hillside development must be reassessed and strengthened.

In addition, Pacifica experienced coastal bluff retreat of approximately 75 feet in some areas as a result of storms during the winter of 1983. Areas previously considered stable were undercut, houses and trailers were damaged, destroyed, or had to be relocated further inland. These geologic events are assessed in the update to Pacifica's Seismic and Safety Element (adopted in September 1983).

It is now recognized that geologic hazard mitigation will be required in many areas of Pacifica. This may affect the timing, location and intensity of future development. For example, geologic studies of some bluff top properties may result in lowered densities by reducing the amount of net developable acreage. Additionally, densities on inland sloping properties may be affected where geologic studies indicate that the revenue produced by locating units to achieve maximum densities does not justify the cost of providing engineering solutions sufficient to achieve those densities. In these cases, hazard avoidance may be the only acceptable mitigation measure because mitigation of both on- and off-site geotechnical hazards is a requirement of project approval or building permit issuance.

Pacifica expects that mitigation of existing and potential geologic hazards will, to some extent, reduce its growth rate; however, this effect cannot be quantified at this time, since these constraints are to some extent site specific. It is possible that land use designations may be revised to reflect changed conditions and policies and, this too, may affect Pacifica's growth rate.

B. Sewage Treatment and Collection System

Wastewater in the City of Pacifica is treated in a secondary activated sludge plant and discharged through an ocean outfall in the Municipal Fishing Pier at Sharp Park Beach.

Since 1985 the Wastewater Treatment Plant has complied with the NPDES discharge requirements established by the Regional Water Quality Control Board with some minor exceptions. The exceptions are sporadic and have been occasional daily violations of different parameters. There have been no major monthly violations for a number of years.

The Wastewater Treatment Plant has a documented dry weather capacity estimated to be 3.3 mgd. Current flows are approaching 3 mgd. Peak hydraulic capacity is approximately 22 mgd. We currently reach peaks approaching 20 mgd. The secondary facility can treat a sustained peak flow of approximately 6.0 mgd. The primary tanks can treat a sustained flow of 11 mgd.

The collection system is comprised of a series of gravity trunk sewers, force mains and pump stations. All the sewage south of Sharp Park is pumped to the Wastewater Treatment Plant. All the sewage north of the plant flows by gravity. In the past eight years the City has performed extensive improvements on the interceptor, trunk sewer and pumping systems. All of the main pump stations have been reconstructed or overhauled. The trunk sewer system has been extended so that overflows for five year storm events have been eliminated. The current trunk sewer system has adequate capacity for the build out projections. Some of the smaller street sewers are at or near capacity and must be evaluated on a case-by-case basis.

The City has implemented a plan to control odors. The primary thrust of the program involves elevating the plant influent pH to the 7.5 to 8.0 range to ensure that the majority of the H_2S (hydrogen sulfide) remains in solution. pH control is accomplished through the addition of lime at the Linda Mar Pump Station and sodium hydroxide at the plant.

The City is conducting a pilot tertiary treatment program to develop reclaimed water. A citizen's committee has also been formed to study the possibility of relocating the Wastewater Treatment Plant.

The General Plan Community Service Element was amended in 1982 in accordance with the requirement that population may not be allowed to increase beyond 46,800 without a corresponding increase in treatment capacity. Given this upper limit, it is imperative that the City carefully assess the timing, location, and amount of housing, and commercial unit development. This will ensure that development will reflect overall community design goals and objectives, and address the needs of its current and future residents for a variety of housing types at the full range of price and tenure. With this assurance, the City's sewage treatment system is well able to accommodate projected growth and regional needs.

The Growth Control Ordinance provides, through its mandatory and flexible competitive development evaluation, a system through which this assessment can be performed on a project-by-project and yearly basis.

C. Highway Capacity

The primary north-south traffic corridor to, from, and through the City is Highway 1. In 1978, it was noted by Caltrans (Report of Engineering and Traffic Survey - March 31, 1978) that considerable vehicular and pedestrian traffic was present. Studies prepared in 1979 (Mori Point Project and Rockaway Beach Condominiums Draft EIR's) indicate that service at critical intersections is at, or below, level D (approaching unstable flow, tolerable delay), and that should then anticipated development occur without mitigations, levels of service would drop to E and possibly F (unacceptable and intolerable congestion and delay). The 1985 Rockaway Beach Redevelopment Plan EIR indicated that the Highway 1/Reina del Mar intersection operates at LOS E and F at both A.M. and P.M. peak hours. The Highway 1/Fassler Avenue intersection operates at LOS C in the P.M. peak hour and LOS E in the A.M. peak. The EIR describes alternative Highway 1 improvement options to improve the level of service.

The City has long held that service levels of C (stable flow, acceptable delay) or better are most desirable and afford the greatest amount of safety. Pacifica has established funds to assist in the construction of needed improvements to meet or approach this standard. Developers of residential projects are required to contribute a per unit fee according to the location of their projects within the City. The primary impact area south of Westport Drive in the Fairway Park neighborhood requires relatively higher contributions per unit than the secondary impact area to the north. The schedule has been established because the majority of improvements will be necessary in the south, and this area will experience the most significant increase in land use intensity based on current land use policies. All Highway 1 improvements must be in place prior to the completion of any significant residential development south of Fairway Park. Yet contributions from this area cannot fund the total amount of necessary improvements. It is estimated that before total City-wide improvements can be accomplished and significant southerly residential development allowed to occur, funds from northerly development must be in place and State subsidies made available for the

balance of the work. Improvements to upgrade Highway 1 to expressway status have been tentatively approved by both the City and Caltrans. An overhead crossing to Mori Point with a frontage road on the west side of the highway is planned and construction is expected in 1994. The project is only partially funded and, if the total amount of funding is not appropriated, the construction may occur in phases. Improvements between Fairway Park and Fassler Avenue are presently in the State Transportation Improvement Program; however, the program does not include work that increases highway capacity. At the very least, this means significant residential development south of Fairway Park may not be possible until after 1990.

It is apparent then, that residential development timing and City-wide growth control will be important until sufficient resources can be secured to maintain and provide adequate service levels for Pacifica's main thoroughfares. Additionally, planned improvements to Highway 1, south of Pacifica (Devil's Slide bypass proposal) will likely have a growth-inducing effect in the mid-coastside area south of Pacifica. This will likely worsen traffic congestion along Pacifica's portion of Coast Highway, and may also further decrease capacity service.

The primary east-west access to Pacifica is via Sharp Park Road. It is estimated that almost one-half the total peak hour trips per day along Coast Highway are distributed to this narrow, steeply winding corridor. The road is near capacity for peak hour westbound traffic (one lane is provided in this direction), resulting in congestion and safety problems, especially during winter months when a combination of moisture and the inadequate road bed can produce unsafe driving conditions.

The State Transportation Improvement Program, adopted by Caltrans in July 1983, includes a list of improvements proposed for Sharp Park Road. These improvements will repave and widen all lanes and provide a second lane for westbound traffic. Congestion and safety problems will continue to increase and represent a constraint on residential development until 1991, the year work is anticipated to be completed.

10. Mitigation of Constraints

Over the past several years, the City has adopted ordinances to permit increased density, second residential units and manufactured housing. All of these ordinances promote the construction of affordable housing, and mitigate some development constraints. Each mitigation is summarized below. They are described in greater detail in Section IV(5), Programs to Develop Housing.

The Density Bonus Ordinance, adopted in April 1984, encourages the provision of affordable housing and of rental housing. Developers who are willing to include housing for the elderly, disabled, low or moderate income, and/or renters are permitted to exceed the maximum density on a site by 15-50%. The Second Unit Ordinance also promotes affordable housing by allowing accessory units on any single-family lot which can meet the minimum requirements of the ordinance. Adopted in November 1982, the ordinance promotes rental housing for singles and elderly. At the same time, second units can bring homeownership within the reach of a larger income group, as the rental income from a second unit can reduce an otherwise high mortgage payment. The second unit ordinance is discussed further in Section IV under Action Program No. 8.

Manufactured housing is also permitted on single-family lots in Pacifica. The Manufactured Housing Ordinance was adopted in January 1982. A manufactured home is a structure comprising two or more modules, including mobile homes. Such structures can be significantly lower in price than traditional single-family structures.

11. Units at Risk

A potential threat to existing affordable housing is the potential termination of rental contracts by owners of property subject to federal subsidy programs. Such contracts may be terminated through cancellation of the Section 8 contract ("opting out") after a certain number of years,

or paying off the low interest loan ("prepayment") after 20 years. Project owners who "opt-out" of or "pre-pay" their rental contracts are free to increase rents to whatever the market will bear, or may, with the City's approval, convert to condominiums or some other non-housing use.

The following analysis is provided in compliance with Section 65583 of the Government Code, which requires that cities analyze and develop programs to preserve assisted housing developments.

A. Inventory of Units At-Risk of Losing Use Restrictions.

(i) Period of Analysis
This analysis is broken into two five-year subperiods: July 1990 - June 1995, and July 1995 - June 2000.

(a) July 1990 - June 1995

Pacifica has only one project subject to risk of losing use restrictions during this five year period. Relevant project information is provided below.

Project Name and Address:	Casa Pacifica 1060 Terra Nova Boulevard
Type of Assistance Received:	HUD Sec. 221(D)(3) Market Rate Interest Program
Earliest Date of Possible Change From Low-Income Use:	December 20, 1992 (Opt Out Date)
Number of Elderly and Non-Elderly Units:	Elderly: 101 Non-Elderly: 1 Elderly units are assisted by the Section 8 New Construction rental Assistance Program.
Bedroom Mix:	All units are one (1) bedroom
Building Age:	Approximately 15 years old
Building Condition:	Good - No rehabilitation necessary
How Units are at Risk:	If the owner fails to renew the Section 8 contract by December 20, 1992, the project could lose its low-income use restrictions. The project could then be "converted" to market rate units.
Factors which may Eliminate or Reduce Risk:	■ Should the owner decide to "opt out" of the section 8 contract, this action would be subject to provisions of Federal and State law designed to minimize hardship for the project's tenants. ■ The owner has had a renewal option in the past (1987) and has renewed. ■ An "opt out" is only valid if a one year notice is provided, and no notice has been provided to date.

- The Casa Pacifica Project includes a condition of approval making the Use Permit valid only for a senior citizen multiple-family complex. Should the owner attempt to convert the project to non-senior housing, a new Use Permit would have to be obtained from the City. However, the condition of approval does not require that the units be maintained for low-income use.

- The Casa Pacifica project was also granted a Variance to the required number of parking spaces on the condition that the property be used solely as residential units for senior citizens. Should the owner attempt to convert the project to non-senior citizen housing, the Variance would no longer have to be brought up to current standards, or a new Variance would have to be obtained. However, there is no condition that the units be maintained for low-income use.

(b) July 1995 - June 2000

No other projects are "at risk" during this five year period. However, the Casa Pacifica project, described above, will be eligible for "prepayment" in March of 1998. This "prepayment risk" is somewhat mitigated by the provisions of the Low-Income Housing Preservation and Resident Home Ownership Act Preservation and Resident Home Ownership Act (LIHPRHA). For projects subject to LIHPRHA, such as the Casa Pacifica project, a prepayment option releasing use restrictions is available only if criteria essentially establishing no need for the low-income housing can be met, or if federal incentives to continue the ownership are unavailable or there is a lack of a qualified nonprofit or public entity to purchase the property.

The Casa Pacifica project will also be eligible to "opt out" once again in December 1997. The items discussed above regarding the first five year period would still apply.

B. Cost Analysis of Preserving Versus Replacing At-Risk Units.

(i) Cost to Replace
It is estimated that replacing the Casa Pacifica units would cost approximately $9,147,360.00 ($62.00 per square foot plus $50,000 per unit).

(ii) Cost to Preserve
It is estimated that the cost to preserve the units would be substantially less than to replace due to the cost and scarcity of developable land and increased construction costs.

C. Resources for Preservation

(i) Public Agency and Nonprofit Housing Corporations
Listed below are agencies that have the ability to assist in preserving the Casa Pacifica project.

- City of Pacifica
  170 Santa Maria Avenue
  Pacifica, CA 94044
  (415) 738-7300

- Pacifica Redevelopment Agency
  170 Santa Maria Avenue
  Pacifica, CA 94044
  (415) 738-7300

- Mid-Peninsula Housing Coalition
  430 Sherman Avenue #203
  Palo Alto, CA 94306
  (415) 688-8300

(ii) Public Financing and Subsidy Programs
Listed below are financing and subsidy programs which could be used to preserve the Casa Pacifica project for low-income use.

- Community Development Block Grant Program (CDBG) funds for the purpose of preserving low-income housing.

The City does not currently receive any CDBG funds for the purpose of preserving low-income housing.

- Administrative fees (reserves) of any housing authority operating within the community.

There is no local housing authority operating within Pacifica.

- Redevelopment Agency

The Pacifica Redevelopment Agency has currently set aside $100,000 in its Low and Moderate Income Housing Fund. It is projected that an additional $20,000 per year will be added to the fund (See Action Program No. 12).

- Pacifica Housing Fund

The City has established a Housing Fund to help preserve, maintain, and create affordable housing. Over the next 30 years, the fund will accumulate $400,000 resulting from a land donation associated with a co-housing project. The City is also considering the adoption of an inclusionary zoning ordinance which may contain a provision requiring developers to pay a fee into the housing fund "in lieu" of building affordable housing units (See Action Program No. 21). The amount and timing of payments into the housing fund will depend on the specific types of development that occur in Pacifica in the coming years.

For a discussion of program efforts to preserve "at-risk" units, see Action Program No. 5.

D. Other Projects

Two other projects in Pacifica offer subsidized low-income housing for seniors. The Ocean View Apartments, at 555 Crespi Drive, are completely occupied by Section 8 rental assistance seniors. However, the owners of the project have already fulfilled their mortgage obligations, and the City is not required to analyze the "at risk" potential of the project, even though the owners could convert to market rate units without federal restrictions. The San Mateo County Housing Authority indicates that the owners are totally committed to continue renting to Section 8 recipients. Never-the-less, the City should continue to monitor the status of the Ocean View Apartments. As with the Casa Pacifica project, a Parking Variance was granted to the Ocean View project on the condition that the project be used for senior housing only, and the Variance will become "null and void" if converted to market rate apartments, and additional parking must be provided. This condition will encourage the maintenance of senior housing at the Ocean View project. If necessary, the City should use the resources noted above to help preserve the project for low-income use.

The other project for low-income seniors in Pacifica is the Pacific Oaks project at 750 Oddstad Boulevard. The covenants and restrictions for Pacific Oaks run with the life of the project, and no preservation efforts by the City are necessary.

III. LAND INVENTORY

1. Purpose

In 1986, a survey of vacant and underdeveloped land was completed by City planning staff. The survey was updated in 1990. The purpose of the survey was to determine the amount of land available for residential development and the number of dwelling units which could be built on such land within the five-year planning period covered by this Housing Element update.

State housing law (Government Code Section 65583{a}{3}) calls for "an inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment and an analysis of the relationship of zoning and public services to these sites."

This section summarizes the results of the survey and identifies sites in Pacifica where development of housing can occur within the five-year period of this housing element update. More detailed, site specific information is available in the "Survey of Vacant and Underdeveloped Land" report.

2. Vacant Land

According to the land use designations of the City's General Plan, between 1,048 - 2,113 units could be built on vacant land in Pacifica. It should be noted that the survey did not include small infill property, second unit potential, or density bonuses. Therefore, the potential number of new units could be higher than the range of units included in the survey.

TABLE 17
Dwelling Unit Potential
Based on Vacant Land, 1986, 1990[31]

General Plan Density/Units/Acre	Vacant Acres	Permitted Number of Units - Minimum/Maximum
High Density (16-21 Units/Acre)	9.3	148/197
Medium Density (10-15 Units/Acre)	15.50	155/232
Low Density (3-9 Units/Acre)	133.29	440-1104
Very Low Density (1/2-5 Acres/Unit)	140.13	44-272
Open Space Residential (More than 5 Acres/ Unit)	559.67	169
Special Area, School	396.3	
Other Mixed Use, Including Commercial	137.82	92-139
Total	1392.01	1048-2113

3. Sites Available Within the Seven-Year Planning Period

For the seven-year planning period covered by this Housing Element, the survey indicated that adequate land is available for Pacifica to meet its regional housing needs as called for in ABAG's "Housing Needs Determination" study (see pp. 15-16). Many of the sites are easily served with

[31]Source: Survey of Vacant and Underdeveloped Land, 1986, updated in 1990.

utilities and roads, are close to community services and shopping, have no major physical hazards, could be consistent with adjoining development, and are zoned for residential development. Table 18 lists some of the sites and the potential number of units on each.

TABLE 18

Selected Sites Available for Housing
Within the Seven-Year Planning Period

A.P. No.	Site Location	Potential Number of Units	Targeted Income Group
1. 009-560-050	Fairmont School Site, off Imperial Drive	50	Moderate income. Potential for additional lower income units with density bonus.
2. 009-402-250, -260, -270	Palmetto Avenue, North of Monterey	56	Moderate and above moderate
3. 009-056-057	Skyline & Sharp Park Road	110	Moderate and above moderate
4. None	SE Corner Westline/Skyline	10	Lower and very low income
5. 016-251-010 016-232-080 to -140	NE Corner Talbot/Eureka	9	Moderate and lower income
6. 017-470-040, -110	Sharp Park Road & College Drive	100	Moderate and above moderate
7. 009-523-010, -020	San Andreas School	50	Moderate and above moderate
8. 022-150-160	Crespi School	50	Moderate and above moderate
	Total Units:	435	
	Seven Year Goal:	425[32]	

IV. GOALS, POLICIES AND PROGRAMS TO MAINTAIN, IMPROVE AND DEVELOP HOUSING

1. Purpose

State Housing Law requires that Housing Elements document the need to maintain, improve and develop housing. State law also requires elements to describe programs to assure an adequate affordable housing supply. Specifically, California Government Code, Article 10.6, Section 65583, states that the Housing Element shall include:

> "an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the maintenance, improvement and preservation of housing..."

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[32]Based on 61 units per year for seven years. See pages 15 - 16.

The following complies with State law, and also provides an analysis of Pacifica's success in achieving the objectives identified in the 1987 Housing Element. The "1987 Objectives" are restated with a brief overview accomplishments, followed by new "1990 Objectives."

2. Overall Goals

Pacifica's General Plan contains an overall goals statement which is applicable to each of the Plan's eleven elements. Goals most relevant to the Housing Element are as follows:

A. Strive to provide a decent home and satisfying environment for each resident.

B. Protect the social mix, variety, and fundamental character of each neighborhood by providing for the safety and welfare of all residents equally.

3. Housing Maintenance

A majority of residents in Pacifica live in safe, affordable housing. The City seeks to promote maintenance of housing at the same time that housing is improved and developed within the City to meet existing needs. In this way, residents with satisfactory housing may continue to live in safe, affordable housing in the future.

A. Physical Maintenance of Housing

The Pacifica Building Department estimates that approximately 3-5 percent of all units within the City need rehabilitation. Action Program No.1 calls for a Code enforcement program to rehabilitate housing in the City. Requiring smoke detectors as called for in Action Program No. 3 can also help to preserve existing housing.

B. Maintenance of Rental Housing

In today's housing market, many households are not able to afford to buy their own homes and some prefer to rent. A supply of affordable rental housing will continue to be important in meeting the housing needs of Pacifica's population.

Two ways to preserve rental housing are to monitor rental units in developments with density bonus units and to monitor condominium conversions. The Density Bonus Ordinance permits projects proposed entirely as market rate multiple family rental housing to exceed the maximum density designation for the site by 15%. Qualifying projects must remain available as rental housing for a minimum of 30 years. This program is described in more detail on page 31.

When an area's vacancy rate is low and new rental units are not being built, the conversions of rental units to condominiums can deplete the rental housing stock. The City of Pacifica regulates the number of condominium conversions during a "housing shortage." Article 24.5 of the Pacifica Municipal Code prohibits conversions of rental units to condominiums when the Citywide vacancy factor is found to be less than 3 percent, defined as a "severe housing shortage." Conversions may occur only when the percentage of rental units is at least 35 percent of the City's housing supply, or the vacancy rate exceeds 3 percent; 75 percent of the tenants agree to the conversion; or, 40 percent of the units are to be sold or rented at prices affordable to low and moderate income households.

C. Maintenance of Housing Affordability

Many retired residents face increasing housing cost (rent and/or utilities) on limited fixed income. Another group for whom housing costs are increasing are working women heads of households. Without containment of these costs, many more households will be forced to seek housing assistance. Utility costs could be reduced by reducing energy consumption. Housing costs are often beyond a resident's control. Three programs to promote housing affordability include the "help" Home Weatherization Program, the "DUO" program, and the

Human Investment Project's Shared Homes Program. These programs are discussed in Action Programs Nos. 4, 11, and 28, respectively.

Another potential threat to existing affordable housing is the potential termination of rental contracts by owners of property subject to federal subsidy programs. See Section II(11) above for a detailed discussion of "units at risk." Also see Action Program No. 5.

The City has a 93-unit mobile home park which provides a valuable source of affordable housing. The Land Use Element recognizes the importance of preserving the mobile home park. Accordingly, the City adopted an ordinance in 1990 which regulates conversion of mobile home parks to other uses. The ordinance provides procedures and standards for closure of the mobile home part to mitigate adverse impacts of displacement of existing residents while providing economically viable and reasonable use of the land.

D. Maintenance of Neighborhood Quality

Most people expect their neighborhood to be safe, liveable, and pleasant. Crime, loose animals, traffic noise, eyesores, noise, odors, and inadequate pedestrian and bicycle thoroughfares can cause frustration and may sometimes require government intervention (increased police patrols, noise ordinance, zoning amendments or enforcement, etc.). Adequate planning and environmental review can minimize these nuisances.

E. Policies, Programs and Objectives to Maintain Housing

POLICES - **ENCOURAGE THE UPGRADING AND MAINTENANCE OF THE CITY'S NEIGHBORHOODS;**

- **EMPHASIZE FIRE PREVENTION MEASURES;**

- **DEVELOP POLICIES AND ORDINANCES DIRECTED TO ENERGY CONSERVATION.**

Action Program No. 1 - Implement the safe and sanitary criteria of the Housing Code to encourage Code compliance and to rehabilitate housing. Use staff without police powers for inspections.

Specific Action	-	During site inspections, staff will note Housing Code violations. Emphasis will be on voluntary compliance. However, where life, safety, and sanitary violations occur, power to the unit will be turned off if necessary to obtain compliance.
Responsible Agency	-	Pacifica Building Department
Financing	-	City funds
1987 Objectives	-	30/40 units/year
Accomplishments	-	An average of 873 units inspected per year for Housing Code violations and every residential building in Pacifica has been surveyed for Title 24 (SB547) compliance. The Building Department regularly inspects for Housing Code violations during their inspections of new construction, alterations, or additions to residential sites. From January 1987 to November 1989, an average of 873 residential units were inspected per year - far exceeding the 30 to 40 units per year goal which Pacifica established. The success of this program is due to the commitment of the Building Department to housing safety.
1990 Objectives	-	The Building Department will continue to inspect housing sites for Housing Code violations. Pacifica's inspection goal can be increased from 30 to 40 units to 200 units per year.

Time Frame - Continuous

Action Program No. 2 - Continue the rehabilitation of substandard residential units, using available subsidies for lower income residents, in addition to Code enforcement.

Specific Action - Literature will be obtained, displayed, and distributed. Interested parties will be referred to the appropriate agency.

Responsible Agency - Pacifica Planning Department, San Mateo County Housing and Community Development

Financing - Community Development Block Grants, California Housing Finance Agency, Federal Housing Authority

1987 Objectives - 90 units by 1990 (6 very low income units/year; 12 low income units/year)

Accomplishments - Ten (10) low income rental units and 28 low income, owner occupied single-family dwellings have been rehabilitated through the San Mateo County Housing Authority and HUD's joint rental rehabilitation program. Loans of approximately $179,400 for rehabilitation have been obtained for the rental unit rehabilitation and 28 low income, owner occupied single-family dwellings have been rehabilitated at a cost of approximately $769,000.

Although Pacifica did not approach its goal of rehabilitating at least six (6) very low income units per year, it did achieve and surpass its goal of 12 low income units per year. In a continuing effort to keep the public informed and aware of financial assistance for rehabilitation, Pacifica has informational pamphlets regarding HUD's rehabilitation programs available for distribution to interested parties.

1990 Objectives - Pacifica will assist the Housing Authority of the County of San Mateo with more aggressive advertisement of their programs while maintaining its 18 units per year rehabilitation goal.

Time Frame - Continuous

Action Program No. 3 - Enforce the City ordinance requiring smoke detectors in residential and commercial structures not now required to have a sprinkler system.

Specific Action - During site inspections, staff will note structures without sprinklers. Every means available will be used to achieve installation.

Responsible Agencies - Pacifica Fire Services Department, Pacifica Building Department

Financing - City funds

1987 Objectives - 25 - 35 units/year

Accomplishments - The City does, as a matter of practice, routinely inspect housing sites for conformance with the Housing Code, Pacifica Ordinance No. 363 (adopted in February 1983), requires smoke detectors in all residential buildings), and the Pacifica Municipal Code. The Building Department does not keep records specifically listing the number of structures which have installed smoke detectors pursuant to the Ordinance but they are certain that the number of structures which have installed the detectors did exceed the 25 to 35 units per year goal. Sixteen (16) building permits were obtained specifically for the installation of sprinkler systems. Although sprinkler

systems are not required for certain construction cases, the City does strongly recommend that sprinkler systems be installed.

1990 Objectives - The Building Department will continue to inspect for smoke detectors in all buildings which require them and will keep track of the number of buildings with sprinkler systems installed. Pacifica's inspection goal can be increased from 25 to 35 units to 40 units per year.

Time Frame - Continuous

Action Program No. 4 - Promote the "Help" home weatherization program funded by Pacific Gas and Electric Company and administered by the North Peninsula Neighborhood Services Center (NPNS). The program is free to eligible low income residents, and provides free weatherstripping, caulking, insulation, and minor home repairs.

Specific Action - Obtain appropriate literature for distribution to interested parties. Refer individuals to the North Peninsula Neighborhood Services Center.

Responsible Agencies - Pacifica Planning Department, North Peninsula Neighborhood Services Center.

Financing - City funds, Pacific Gas and Electric

1987 Objectives - Two (2) units/year

Accomplishments - Since 1987, PG&E and the North Peninsula Neighborhood Services Center's "Help" program has provided free weatherstripping, caulking, insulating, and minor home repairs for approximately 100 low income Pacifica residents. This exceeds Pacifica's goal of two (2) 8 units per year. The success of this program can be directly attributed to the aggressive outreach program by PG&E and NPNS.

Pacifica has obtained literature regarding the free weatherization/home repair program from NPNS and distributes the literature to all interested parties.

1990 Objectives - Pacifica hopes to further increase the number of its citizens who take advantage of North Peninsula Neighborhood Service Center's "Help" program to 35 units per year through increased advertisement of NPNS's program.

Time Frame - Continuous

POLICY - **ENCOURAGE THE CONTINUED AFFORDABILITY OF EXISTING AFFORDABLE HOUSING.**

Action Program No. 5 - Develop programs to help preserve the "at risk" units at Casa Pacifica senior housing complex.

a. Specific Actions - Monitor the status of the Casa Pacifica project. Respond to any notice of intent required by Government Code Sec. 65863.10 or federal law, and send copies of notice received to the State Department of Housing and Community Development (HCD). Work with HCD and other appropriate regulatory agencies to assess the impact of any potential change in project controls.

Responsible Agency - Pacifica Planning Department

Financing - City funds

Time Frame - Continuous

b. If necessary, utilize all financing sources identified in Section II(11) of this Element to help reserve the units, unless the City has identified other more urgent needs for the funds. Uses for the funds could include, but are not limited to, the following:

- Help finance project buyout by nonprofits or other public entities through equity or gap financing, advancing purchase-option funds, carrying of second mortgages, interest write-downs, issuance of tax-exempt bonds for financing acquisition or rent reductions.

- Provide grants and/or low interest or forgivable loans to potential purchasers to finance preliminary feasibility studies of acquisition.

- Provide financial relocation benefits for households dislocated from units with terminating affordability controls.

- Provide grants to create tenant management groups and/or local nonprofits capable of acquiring and managing the project.

- Where public acquisition on a permanent basis is not feasible, assist a public entity or nonprofit in purchasing the project on a temporary basis until a qualified long term owner can be found.

- Provide rent subsidies to ensure continued affordability by low-income tenants.

Responsible Agency - City of Pacifica

Financing - See Section II(11)

Time Frame - NA

c. Consider adoption of preservation incentives or conversion disincentives, including, but not limited to, the following:

- Assess a conversion "impact fee" or "in-lieu contribution" for projects that convert to market rate rents.

- Adopt conversion protections, e.g., develop stricter condominium conversion standards, require one-for-one replacement of units converted to market rate rents, where not preempted by State or Federal law. Also, unless preempted by State or Federal law, consider some form of rent control.

- Require owners of "at-risk" units to provide relocation assistance for displaced tenants where not already required by federal, state, or local statute.

Responsible Agency - Pacifica Planning Department

Financing - City funds

Time Frame - Assess need to proceed with the above action by early 1993.

d. At such time as the project owners file a notice of intent, provide tenant and community education by involving affected constituencies in assessing the preservation problem, and provide information required for legally valid notices of intent and Plans of Action (POA) submitted by project owners, through local workshops. Include Casa Pacifica owners whenever possible.

Responsible Agency - Pacifica Planning Department

Financing - City funds

Time Frame - NA

e. Submit comments on a proposed POA for the Casa Pacifica project and communicate the City's concerns to HUD throughout the application process. Advise tenants of the Casa Pacifica project immediately upon receipt of a POA. Also, upon receipt of a POA for the Casa Pacifica project, hold a public hearing pursuant to Government Code Section 65863.10.

Responsible Agency - Pacifica Planning Department

Financing - City funds

Time Frame - NA

f. Encourage preservation of elderly and/or lower income units which may be developed in the future through the following policy:

- As a condition of approval of assisted housing developments for elderly and/or lower income occupants where a parking exception or waiver is granted, the City will impose a requirement that a deed restriction be recorded placing adequate notice in the chain of title that approval of the development for elderly or affordable occupants was based upon a waiver or exception from the parking standards of the Pacifica Municipal Code and that conversion of such a development to market rate, non-elderly or non-housing use may be infeasible without meeting the applicable parking standards.

Responsible Agency - City of Pacifica

Financing - City Funds

Time Frame - Continuous

Action Program No. 6 - Encourage preservation of the existing mobile home park as an important source of low and moderate income housing.

Specific Action - Administer and enforce Ordinance No. 550-C.S., which prohibits the conversion of mobile home parks to other uses without relocation assistance and other mitigation measures.

Responsible Agency - Pacifica Planning Department

Financing - City funds

1987 Objectives/ Accomplishments - Not applicable, new program

1990 Objectives - Encourage preservation of 93 mobile home units. If not possible, require mitigation of adverse impacts of closure on residents' ability to find adequate replacement housing.

Time Frame - Continuous

4. Housing Improvement

Meeting housing needs takes many resources, including money from Federal, State, and local sources. To the extent possible, the City seeks to improve existing housing to minimize the need for direct housing assistance as funding from these sources becomes more scarce.

A. Physical Improvements of Housing

Many of the units within the City needing rehabilitation do not meet life safety standards of the Uniform Building Code. It is recognized that requirements for improvements could result in economic hardship to owners as well as increased rent to tenants. For those who qualify, low

interest rehabilitation loans are available through the San Mateo County Department of Community Development. This is described in Action Program No. 7.

Energy conservation measures could help keep housing costs (utility payments) down for many citizens on fixed incomes. To help remedy this situation, free weatherization is available through the "Help" program funded by Pacific Gas and Electric. Administered by the North Peninsula Neighborhood Services Center, "Help" program activities include insulation, caulking and weather stripping. The "Help" program promotes both housing maintenance and improvement. It is described in Action Program No. 4.

B. Policies, Objectives, and Programs to Improve Housing

POLICIES - **ENCOURAGE COMMERCIAL AND RESIDENTIAL CODE COMPLIANCE;**

- **LAND USE AND DEVELOPMENT SHALL PROTECT AND ENHANCE THE INDIVIDUAL CHARACTER OF EACH NEIGHBORHOOD.**

Action Program No. 7 - Continue the emphasis on rehabilitation to forestall future decline in the housing stock. Continue to utilize available federal subsidies to residents through Section 8 or other rental assistance programs.

Specific Action	-	City staff will obtain literature from the County for distribution to interested parties. As appropriate, City staff will refer residents to the County Department of Community Development and the Housing authority for program assistance.
Responsible Agencies	-	Pacifica Planning Department, San Mateo County Department of Housing and Community Development, San Mateo County Housing Authority.
Financing	-	Section 8 Existing Programs, Community Development Block Grant Funds, California Housing Authority Funds.
1987 Objectives	-	90 rehabilitated units by 1990
Accomplishments	-	Thirty-eight (38) low income units - 10 low income rental units and 28 low income, owner occupied units - were rehabilitated with low interest loans obtained through the San Mateo County Department of Housing and Community Development ("HCD") totaling approximately $948,400. Although rental assistance programs do not rehabilitate housing stock, they do make housing more affordable. Additionally, approximately 100 Pacifica residents received Section 8 rent assistance from January 1987 to January 1990. The City believes that the recent national economic recession discouraged, on the local level, the investment of capital in the rehabilitation of Pacifica's aging housing stock thereby resulting in a 52 unit shortfall in Pacifica's anticipated 90 unit rehabilitation goal by 1990. To combat the tight money market and encourage housing rehabilitation, HCD has provided Pacifica with literature regarding their rehabilitation financing and Section 8 programs.
1990 Objectives	-	Pacifica's goal is to increase awareness of the San Mateo County Department of Housing and Community Development's housing rehabilitation programs through more aggressive advertising. Pacifica will modify its Action Program goal from 90 rehabilitated units per year to 34 units per year - 6 low income rental units and 28 low income owner occupied units.

Time Frame - Continuous

Action Program No. 8 - Encourage designation of historic structures as set forth in the Historic Preservation Ordinance. Adopted in 1984, one of the purposes of the Ordinance is to encourage preservation of historic structures. A detailed inventory has been prepared by the Pacifica Historical Society which lists historic and cultural sites and structures. Structures and sites not on the inventory are also eligible for designation.

Specific Action - City staff will administer and enforce the provisions of the Historic Preservation Ordinance. Appropriate sites and structures which meet the designation criteria will be forwarded to the Planning Commission for consideration. Staff will work with the Pacifica Historical Society to obtain background and comments.

Responsible Agencies - Pacifica Planning Department, City Council, Pacifica Historical Society

Financing - City funds

1987 Objectives - Two (2) structures/year

Accomplishments - Since 1987, five of the 31 structures identified by the Pacifica Historical Society as candidates for historical landmark status received final landmark designation from the Pacifica City Council. Although the number of landmarks receiving final designation falls one landmark short of the City's goal, Pacifica believes that it was able to substantially complete the goal it set in light of its limited financial resources.

Pacifica's ability to meet its historical landmark designation goal is contingent on the owners of any potential historical structure approaching the City and requesting landmark designation. As such, Pacifica has little direct control over the actions of property owners.

1990 Objectives - Pacifica shall encourage the designation of one site per year as an historical landmark by making landowners aware of the potential tax benefits of such designation.

Time Frame - As noted above

For other programs which will promote improvement of the existing housing stock, see Action Programs Nos. 1 and 4.

5. Housing Development

As discussed in the Regional Housing Needs section, 61 new housing units per year will be necessary to maintain an adequate supply of housing between 1988 and 1995. The seven year projected total is 425 units.

A. Sites Available for Housing

At present, and within the five year time frame of this Housing Element update, there are sufficient and suitable sites to accommodate the 420 housing units needed. Government subsidy programs and land use controls which exist or may be adopted, may affect the size, type, cost and location of housing and thereby influence the economic and demographic character of the resident population. These programs and controls should be monitored annually in order to assure, within the framework of the General Plan, the continued availability of adequate sites throughout the community for a variety of housing types which can accommodate citizens from all economic levels.

In addition to ensuring adequate sites for development of housing, the City wishes to ensure orderly growth consistent with the development and improvement of adequate streets, facilities and services. Fees such as those for traffic mitigation, in-lieu park dedication, and sewer connection, and the currently low level of development have minimized this problem. Therefore, if development appears to be occurring at a faster rate than it can be absorbed, the City should encourage development in areas of the City where adequate services, can be provided, and where environmental constraints are less. Sites available for housing are discussed on page 28.

Pacifica has the quality of mixed housing values within existing residential neighborhoods. This quality should be continued and no effort should be made to concentrate low income housing in one or two neighborhoods.

B. Methods to Promote Affordable Housing

(1) Density Bonus Ordinance

The Density Bonus Ordinance, adopted in April 1984, offers the incentive of increased density and flexibility in development standards in exchange for housing which will help meet the City's need to provide affordable and rental housing. Multifamily residential projects can exceed their maximum density if provision is made for rental housing, affordable housing, or housing for the elderly or disabled. The amount of the density bonus ranges from 15 percent for rental housing to 50 percent for affordable, elderly, or disabled housing. The ordinance also regulates rent structure and ownership housing costs. All affordable density bonus housing must be guaranteed to be affordable to future residents. For rental housing, rents must be affordable for 30 years. If a rental unit is to be converted to ownership, it must be affordable to the same group it was intended to serve. Resale controls for ownership guarantee the permanent occupancy of affordable units by low and moderate income households. All guarantees of continued availability of affordable density bonus housing are by deed restrictions or other legal arrangements.

The ordinance allows, in addition to a density increase, a reduction in the floor area of affordable units and a relaxation of City parking standards.

Theoretically, the Density Bonus Program can be used in any multifamily residential development project. Because the amount and type of bonus varies, it is not possible to tabulate the number of affordable units which might result from implementation of the ordinance. The Density Bonus Program is discussed further under Action Program No. 19.

Similar to the density bonus concept, inclusionary zoning is a type of regulation that requires a minimum percentage of low and moderate income housing units in new development. Resale controls are needed to guarantee continued affordability. Increased density is usually provided. An option of payment of an in-lieu fee is frequently offered. Inclusionary zoning expands the supply of affordable housing by integrating it into the community. Consideration of inclusionary zoning is suggested as a new action program (See Action Program No. 21).

(2) Second Units

In 1982, Pacifica passed a Second Residential Unit Ordinance which permits "in-law" units on single family property. It is not possible to assess the number of second units which will be developed in the City. The amount of such development will depend on a variety of factors including the size of individual properties, the placement and design of structures on individual sites, and neighborhood acceptance. The Second Unit Ordinance is discussed further under Action Program No. 10.

The Double Unit Opportunity Program (DUO), sponsored jointly by the San Mateo County Department of Housing and Community Development and the nonprofit San Francisco Development Fund, offers homeowners assistance in creating second units. The program provides an architect to prepare plans and estimate costs. Program staff also assists with obtaining financing, and oversees construction of the second unit. Action Program No. 11 calls for continued promotion of this program.

(3) Manufactured Housing

Manufactured housing is a term which covers a broad range of housing, including mobile homes and factory built housing. The range in cost for this type of housing is wide, reflecting the degree to which the housing components are prepared and assembled for construction or installation. Manufactured housing includes simple precut lumber packages, as well as modular housing preassembled and installed on the site with no further finishing needed. In general, the City considers manufactured housing a resource for providing lower cost housing. The City seeks to eliminate constraints to development of this type of housing.

Manufactured housing is permitted on single family lots in Pacifica. City Ordinance No. 323, adopted in January 1982, requires that manufactured homes be on permanent foundations, and include pitched roofs. Porches, landings, or stairways may also be required. There is currently one 93 unit mobile home park within Pacifica. Ordinance No. 550-C.S., adopted in March 1990, regulates the conversion of mobile home parks to other uses.

(4) Energy Conservation

As the price of gas and electricity rises, the cost of shelter rises also. If the City is to address housing needs in the future and continue to maintain affordability of planned, new units, increased energy self-sufficiency is necessary. Continued future affordability can be ensured by careful land use planning and conservation measures promoted today.

The Conservation Element of the City's General Plan encourages decreased energy consumption whenever possible, requiring new residential lots to have direct north-south orientations, and developing incentives to encourage use of solar energy. In June 1983, the California Energy Code came into effect. The Code requires energy conserving features on new structures, including insulation, limits on glass area, and metal or glass doors on fireplaces.

(5) Other Programs to Promote Affordable Housing

The ordinances mentioned above are City programs which directly encourage development of affordable housing. Portions of other City ordinances also promote housing affordability, although indirectly. In addition, there are several San Mateo County and private programs which can contribute to the development of affordable housing in Pacifica. The City, County and private programs are as follows:

Residential Units above Commercial Structures

The Pacifica Municipal Code permits dwelling units above commercial structures. This is a technique to provide rental housing and to utilize infill sites. Action Program No. 9 calls for promotion of this Municipal Code provision.

Section 8 Certificate Program

The San Mateo County Housing Authority operates this program, which is funded by the U.S. Department of Housing and Urban Development. Under the program,

eligible participants pay 30 percent of their income for rent. The Section 8 Program pays the difference between the rent the participant can pay and the total (market rate) rent of the unit. Action Program No. 7 calls for provision of Section 8 units in new development whenever possible. The City's Density Bonus Program rental standards are consistent with the County Housing Authority rent structure, thus allowing Section 8 certificates to be used for bonus units.

The Reverse Annuity Mortgage (RAM) Program

This program allows people over 62 to borrow funds at a fixed interest rate for as long as 10 to 12 years. To qualify, RAM loan recipients must live in their homes and have little or no mortgage balance. The loans allow homeowners to live in their homes, and collect equity into income. Action Program No. 24 calls for promotion of this program.

The Human Investment Project (H.I.P.) Homesharing Program

This program, funded through both private and public sources, including Redevelopment funds, matches homeowners seeking housemates with tenants seeking housing. Senior and single parent homeowners can help make house payments by taking in a tenant. Those looking for housing can find a place to live at a reasonable price. Although applicants are not limited by income, the program generally assists single parents and seniors. Action Program No. 28 calls for continued promotion of this program.

Housing Fund

The City has established a Redevelopment Agency for the purpose of implementing the Rockaway Beach Specific Plan. Section 33334.2(a) of the California Health and Safety Code states that 20 percent of the taxes allocated to the agency "... shall be used by the agency for the purposes of increasing and improving the community's supply of low and moderate income housing available at affordable housing cost..." These funds could be used in a variety of ways, including acquisition of land or building sites, improvements to land or building sites, and donation of land to private or public parties (it is not required that such land or sites be located in Rockaway Beach). A specific program for the use of such funds has yet to be developed. Action Program No. 12 calls for development of such a program.

C. Policies, Programs and Objectives to Develop Housing

POLICY - PLACE THE PRIORITY ON RESIDENTIAL INFILLING.

***Action Program No. 9** - Continue to administer provisions of the Zoning Ordinance which allow residential units on commercial sites if they are above ground floor commercial uses.*

Specific Action	-	Discuss this option with individual developers on a project-by-project basis. Encourage inclusion of second floor units where feasible.
Responsible Agency	-	Pacifica Planning Department
Financing	-	City funds
1987 Objectives	-	10 units per year
Accomplishments	-	Pacifica's policy of encouraging housing above ground floor commercial uses has permitted 11 units to be constructed or approved for construction in commercial districts from January 1987 to January 1990. Despite Pacifica's encouraging numerous developers to include housing in their proposals, few developers have chosen to do so, resulting in a 19 unit shortfall of its 30 unit goal. The limited amount of vacant commercially

zoned land has contributed to the shortfall. The program is most frequently used on Palmetto Avenue, Pacifica's "main street," which is nearly built out.

1990 Objectives - Pacifica will continue to encourage the inclusion of housing above ground floor commercial uses, with a goal of five units per year.

Time Frame - Continuous

Action Program No. 10 - Encourage the provision of "affordable" second residential units.

Specify Action - Amend the Second Unit Ordinance to require that second units be "affordable" as defined in the Density Bonus Ordinance.

Responsible Agency - Pacifica Planning Department

Financing - City funds

1987 Objectives - 10 affordable units/year (50 units by 1990)

Accomplishments - Since the January 1987 publication of the previous Housing Element, 10 second residential units were constructed or legalized pursuant to Pacifica's Second Unit Ordinance.

Pacifica's Second Unit Ordinance contains guidelines for establishing maximum permitted rent based on : (a) 70% of the County's median household income figures for newly constructed second units; and, (b) 50% of the County's median household income for all other second units. Pacifica did not meet its 50-second-residential-units-by-1990 goal due to the relatively high costs of second units construction on Pacifica's prevalent steep slopes. As described below, adoption of the rent restrictions may have been counterproductive.

Planning staff has noticed that since the adoption of second unit rent restrictions, the number of second unit proposals has fallen while the number of second units which have been constructed illegally (and have been required, through Code enforcement procedures, to be removed) has increased. Some homeowners are circumventing the rent restrictions by legally constructing second units, moving in themselves, and renting out the primary unit. Based on the analysis of the public's perception of the rent restrictions as a stringent economic disincentive to second unit legalization, staff expects to begin exploring the possibility of modifying the Second Unit Ordinance's rent restrictions.

1990 Objectives - The adoption of an inclusionary zoning ordinance may encourage the development of 10 second residential units per year. Absent the inclusionary zoning ordinance, 4 second residential units per year would be a reasonable goal. Staff also expects to begin exploring the possibility of modifying the Second Unit Ordinance's rent restrictions to minimize the economic disincentive effect it appears to be having on the second unit market and to ensure that the second units being constructed will conform to the Building Code.

Time Frame - Continuous

Action Program No. 11 - Promote the Double Unit Opportunity (DUO) Program.

Specific Action - Obtain literature for display and distribution. Refer Interested individuals to San Mateo County.

Responsible Agencies - Pacifica Planning Department, San Mateo County Housing and Community Development

Financial - County funds

1987 Objectives - 1 moderate income unit/year

Accomplishments - The San Mateo County Department of Housing and Community Development has provided literature to Pacifica regarding the DUO program. Pacifica has exceeded its 3-moderate-income-units-by-1990 goal with the construction of 11 second units since 1/87.

1990 Objectives - Similar to the Second Residential Unit Ordinance, the DUO program encourages the development of second residential units. Pacifica hopes to increase the number of moderate income units from its 1987 goal of 1 unit to 2 units per year by promoting DUO program more aggressively.

Time Frame - Continuous

***Action Program No. 12** - Develop program for establishment of Housing Fund from tax increment revenues to increase and improve low and moderate-income housing.*

Specific Action - Develop a program which will set forth the means of distributing funds generated by the Redevelopment Agency. Establish priority system.

Responsible Agencies - Pacifica Planning Department, Redevelopment Agency

Financing - Taxes allocated to Redevelopment Agency

1987 Objectives - To be determined

Accomplishments - The West Rockaway Beach Redevelopment Project area was established as Pacifica's first redevelopment area in June 1986 and the increment revenue began being received by the City in fiscal year 1987-88. As of September 1990, a total $60,000 of the tax increment revenue had been set aside in a separate account for low and moderate income housing. A portion of this money is being used to pursue potential development of moderate income housing on City-owned property on Westline Drive. (See Action Program No. 13). By the end of the planning period, in 1995, a total of $140,000 will have been set aside in the low and moderate income housing fund. This money will be used for, among other potential uses, development of low and moderate income housing on City-owned property and modification of existing residences for handicapped access for qualified households.

Currently there are two sites in the Redevelopment Area for which proposals have been approved: an 8,000 square foot project along Dondee Way and an 18,000 square foot project along Rockaway Beach Avenue. Four single-family residences have already been demolished for redevelopment purposes within the Coastal Zone. The residents of these structures have been provided relocation payments in conformance with California law. The City will work with developers of new housing proposals and pursue development on City-owned property to replace these units.

1990 Objectives - Pacifica expects to receive additional redevelopment housing funds by the end of 1991. A specific housing program should be developed as additional funds accumulate.

Time Frame - To begin housing construction when tax increment funds become available.

Action Program No. 13 - Actively pursue developer interest in two sites: (1) a 1.5 acre site on Westline Drive in the Fairmont West neighborhood (excess right-of-way owned by the State); (2) a 1.5 acre site at the northeast corner of Eureka Drive and Talbot Avenue (owned by the City).

Specific Action	-	Circulate request for proposals. Coordinate private and public agencies who are able to build suitable low-income housing. Where possible, utilize the Density Bonus Ordinance to obtain the maximum number of units. Where possible, make units available for Section 8 certificate holders.
Responsible Agencies	-	Pacifica Planning Department, San Mateo County Housing Authority, private non-profit housing corporations.
Financing	-	City funds, Section 8 funds, State and Federal low interest loans; other affordable housing funding programs
1987 Objectives	-	Up to 104 rental units for seniors (Oddstad site); ten low-income units for families (Westline site); up to 11 Section 8 rental certificates; four low-income units and 16 moderate-income units (Talbot/Eureka site)
Accomplishments	-	At one of the three areas identified in Pacifica's 1/87 Housing Element as an area which could support low income housing, 104 senior citizen units were constructed. The nonprofit developer of the Pacific Oaks project, BRIDGE Housing Corporation, increase the size of the project by 34 units by successfully using the City's Density Bonus Ordinance. The City is currently pursuing an affordable housing development concept at the Westline site. The City is using Redevelopment money to complete a survey and geotechnical studies to determine the feasibility of development on the site. Regarding the third site at Talbot and Eureka, the City has recently reviewed a housing proposal, which includes 4 affordable units, at a Planning Commission Study Session. The Commission has requested some design modifications, particularly since a portion of the subject property is City owned and the applicant would be requesting a density bonus and a parking exception for the project. The City is waiting for the applicant's revised design.
1990 Objectives	-	Pacifica is continuing to solicit proposals for development at the Talbot/Eureka and Westline sites and expects to review a specific development proposal regarding the Westline site by the end of 1990.
Time Frame	-	Currently working with architect on feasibility and preliminary development concepts for Westline site. Continuously promote Talbot/Eureka site.

Action Program No. 14 - In addition to the specific properties identified in Action Program No. 13, the City should inventory City-owned land that may be appropriate for development of affordable housing. If City-owned property is sold at market-rate, all or a portion of the funds generated should be placed in a housing fund. School district property which has been declared surplus should be designated for residential development, unless otherwise needed for park purposes. Inclusion of affordable units should be encouraged.

Specific Action	-	Conduct an inventory of City-owned land. At the request of the school district, designate surplus sites for residential use. Provide support for appropriate development.
Responsible Agencies	-	Pacifica Community Development and Services Department, Laguna Salada Union School District, Jefferson Union High School District

Financing	-	City funds
1987 Objectives/ Accomplishments	-	Not applicable, new program
1990 Objectives	-	Not applicable
Time Frame	-	Complete land inventory by 1993. Work with developers as requested.

Action Program No. 15 - Amend the Growth Control Ordinance.

Specific Action	-	Hold public workshops and hearings on proposed revisions to the Growth Control Ordinance. Consider options such as increasing the number of annual allocations and the maximum allotment per developer. Consider adding exemptions for senior housing, low income housing, and mixed use projects which are primarily commercial.
Responsible Agencies	-	Pacifica Planning Department
Financing	-	City funds
1987 Objectives/ Accomplishments	-	Although this is a new program, the Growth Control Ordinance has been amended two times since 1987 to exempt a 104 unit senior project and a 110 unit townhouse project.
1990 Objectives	-	Not applicable
Time Frame	-	Place the Growth Control Ordinance amendments on the November 3, 1992, ballot.

POLICY - NEW DEVELOPMENT SHALL BE COMPATIBLE WITH EXISTING DEVELOPMENT AND SHALL HAVE SAFE ACCESS.

Action Program No. 16 - Develop Design Review Guidelines.

Specific Action	-	Adopt Design Review Guidelines encouraging development of infill housing which is sensitive to, and compatible with, surrounding development. Continue to review projects for safe and adequate access and, where necessary, suggest mitigation.
Responsible Agency	-	Pacifica Planning Department
Financing	-	City funds
1987 Objectives	-	N/A
Accomplishments	-	Design Guidelines for infill housing were implemented in September 1987. Insofar as the goal of the 1987 Housing element was to develop these guidelines, the goal has been met. Site Development Permits are required of many infill housing proposals and adherence to the Design Guidelines is enforced. From 1987 to January 1990, 27 infill units were constructed pursuant to the Guidelines.
1990 Objectives	-	In conjunction with Action Program Nos. 9, 10, 11, 22, and 26, Pacifica will continue to encourage the development of housing, especially infill housing, and will enforce adherence to the Design Guidelines.

Time Frame - Continuous application of the Guidelines

POLICY - ENCOURAGE DEVELOPMENT PLANS WHICH PROTECT OR PROVIDE OPEN SPACE. BALANCE OPEN SPACE, DEVELOPMENT, AND PUBLIC SAFETY, PARTICULARLY IN THE HILLSIDE AREAS.

Action Program No. 17 - Development regulations should encourage density-open space trade-offs, such as clustering development, transferring development rights from sensitive to less sensitive land, and dedication of open space.

Specific Action - Amend Zoning Ordinance to include procedure for transfer of development rights. Prepare inventory of potential "receiver sites." Continue to administer open space dedication policies.

Responsible Agency - Pacifica Planning Department

Financing - City funds

1987 objectives - N/A

Accomplishments - A Transfer of Residential Development Rights (TDR) program (Pacifica Municipal Code Article 42) has been adopted to facilitate the implementation of Pacifica's Open Space Task Force's goals of preserving sensitive geological and open space areas. Insofar as inclusion of TDR procedures in the Municipal Code was the goal of the 1987 Housing Element, Pacifica has satisfied this goal.

One project has been approved under the TDR Ordinance. A 20 acre coastal bluff top site (the Dunes) will be dedicated open space in exchange for increased density on an inland site (the "Skyridge" project). Another site has been identified as a "receiver" for increased density and additional sites will be identified on a project by project basis.

1990 Objectives - Now that the TDR program is in place, Pacifica will continue to encourage the owners of environmentally sensitive land to dedicate that land as open space in exchange for increased density at appropriate locations. Pacifica will advertise and promote this program aggressively.

Time Frame - Ongoing

Action Program No. 18 - Utilize the Open Space Task Force Report as a reference to identify issues of concern when evaluating land use proposals and when considering issues relating to open space.

Specific Action - Refer to the Open Space Task Force Report when reviewing residential development applications. Forward proposals for residential development within areas identified in the Open Space Task Force Report to the Open Space Committee.

Responsible Agency - Pacifica Planning Department, Open Space Committee

Financing - City funds

1987 Objectives/ Accomplishments - Not applicable; new action program

1990 Objectives - Not applicable

Time Frame - Continuous

POLICIES - PROVIDE HOUSING OPPORTUNITIES FOR ALL INCOME GROUPS;
- PROVIDE A CHOICE OF HOUSING TYPES AND DENSITIES

Action Program No. 19 - Promote the Density Bonus Ordinance in all new multifamily residential development. Encourage a mix of rental and owner housing types, including senior, low income, moderate, and above moderate income.

Specific Action	-	Discuss the ordinance with individual developers. Stress incentives for inclusion of affordable units.
Responsible Agency	-	Pacifica Planning Department
Financing	-	City funds
1987 Objectives	-	10 units/year
Accomplishments	-	26 density bonus units have been constructed/approved for construction since January 1987 to present, 4 less than the 30 density bonus units expected by 1990. The City's Planning Department is currently in the process of researching, at the Planning Commission's direction, an ordinance promoting inclusionary zoning focusing on the development of affordable housing. (See Actin Program No. 21.)
1990 Objectives	-	The Density Bonus Ordinance will be more aggressively advertised and promoted by the City, whereby the City hopes to achieve its 10 density bonus units per year goal. the Density Bonus Ordinance will be amended to comply with State law by 1991.
Time Frame	-	Continuous

Action Program No. 20 - Provide incentives for inclusion of affordable units in new residential development.

Specific Action	-	Adopt a program which sets forth criteria for waiving fees for projects with a significant number of affordable units.
Responsible Agency	-	Pacifica Planning Department
Financing	-	City funds
1987 Objectives	-	10 units/year
Accomplishments	-	See Action Program No. 19 for numerical analysis. Although Pacifica has not adopted a specific fee waiver program for projects with "a significant number of affordable units," the City does review projects on a case-by-case basis for the waiver or delay in the payment of development fees and shall continue to do so. Pacific Oaks, a 104 unit senior and affordable project, is an excellent example of a project which has used Pacifica's ordinance to develop projects needed by the community. The City agreed to modify the amount of fees regularly imposed on the project to ensure the affordability of the units. Other incentives for provision of affordable units include fast-tracking, modification of development standards, and exemption for growth control regulations. The City is currently willing to fast-track projects which include affordable units and modification of development standards is possible through the Planned-Development process. An exemption to the Growth Control ordinance was approved for the 104 unit senior/affordable project described above.

1990 Objectives	-	Continue to offer options for fast-tracking. Review development proposals on a case-by-case basis. See Action Program No. 15 regarding the Growth Control Ordinance.
Time Frame	-	Continuous

Action Program No. 21 *- Consider adopting an inclusionary zoning ordinance.*

Specific Action	-	Research feasibility and effectiveness of inclusionary zoning, including allowing additional density and use of an in-lieu fee. Hold public hearings and consider adoption of an ordinance.
Responsible Agency	-	Pacifica Planning Department
Financing	-	City funds
1987 Objectives/ Accomplishments	-	Not applicable, new program
1990 Objectives	-	Not applicable
Time Frame	-	Consider ordinance by 1993

Action Program No. 22 *- Encourage development of small houses which will fit more appropriately on small lots. Encourage development of small units in multifamily projects to provide more density without increasing massing. The market should limit cost of the units based on size.*

Specific Action	-	Utilize the City's Design guidelines and design review process to encourage developers to build small units under appropriate circumstances.
Responsible Agency	-	Pacifica Planning Department
Financing	-	City funds, private development
1987 Objectives/ Accomplishments	-	Not applicable, new program. However, the Design guidelines currently call for minimizing the size of houses on substandard lots. the City required an applicant for a large condominium and townhouse project to include 12% of the units as one bedroom condominiums.
1990 Objectives	-	Approve ten small units per year
Time Frame	-	Continuous

Action Program No. 23 *- Encourage development of a shared living community (co-housing) in an appropriate location to provide diversity in housing opportunities.*

Specific Action	-	Discuss the potential for development of a co-housing project with property owners, prospective developers, and organizations specializing in shared living communities. Encourage application in appropriate locations. Modify development standards to accommodate design criteria for co-housing.
Responsible Agency	-	Pacifica Planning Department, private development
Financing	-	City funds, private development
1987 Objectives/ Accomplishments	-	Not applicable, new program

1990 Objectives - One shared living community application by 1995

Time Frame - Ongoing

Action Program No. 24 - Promote the Reverse Annuity Mortgage program. The program allows senior homeowners to transform the equity they have in their homes into regular monthly income.

Specific Action - Obtain literature for display and distribution. Refer interested parties to County.

Responsible Agencies - Pacifica Planning Department, Human Investment Project

Financing - RAM Program funded by grants from private foundations and the Federal Home Loan Bank Board

1987 Objectives - One home/year

Accomplishments - Since 1987, only one Pacifica senior citizen has opted to transform the equity in his home into regular monthly income through participation in the Reverse Annuity Mortgage (RAM) program. The agency which administers this program, the Human Investment project, Inc. (HIP), recently expanded the number of options available under the program to a total of six programs. As a result, the number of people opting for monthly income has decreased. HIP has counseled numerous Pacifica residents about their options and has provided Pacifica with literature for distribution about the program.

1990 Objectives - Both Pacifica and HIP believe RAM and the other programs available through HIP have been successful. As such, Pacifica will renew its goal of one (1) home enrolled in RAM per year but will expand its goal to include increasing public awareness of the other options available through HIP. Information will be provided through the Seniors in Action program.

Time Frame - Continuous

POLICY - PROHIBIT DEVELOPMENT IN HAZARDOUS AREAS, INCLUDING FLOOD ZONES, UNLESS DETAILED SITE INVESTIGATIONS ENSURE THAT RISKS CAN BE REDUCED TO ACCEPTABLE LEVELS.

Action Program No. 25 - Require a geotechnical site investigation prior to allowing site development.

Specific Action - Continue to administer Administrative Policies Nos. 28 and 29 which require that all applications for building permits on property with a slope of 15 percent or more be accompanied by a geotechnical report.

Responsible Agencies - Pacifica Planning Department, Pacifica Engineering Department

Financing - City funds

1987 Objectives - N/A

Accomplishments - Numerous development proposals have been required to provide the City with geotechnical reports due to site topography. Since 1983, when the City's geotechnical standards were adopted, any site with an average slope of 15% or greater must have a geotechnical report completed prior to the development of the site. These standards have been strictly applied since their adoption.

1990 Objectives - The City will continue to enforce the strict requirement for geotechnical reports.

Time Frame - Continuous

POLICY - MAINTAIN A BALANCED RESIDENTIAL ENVIRONMENT WITH ACCESS TO EMPLOYMENT OPPORTUNITIES, COMMUNITY FACILITIES AND ADEQUATE SERVICES.

Action program No. 26 - Encourage a development of above-moderate income housing in suitable areas to meet ABAG's projected housing need.

Specific Action - Prepare, publish, and distribute inventory of available sites. Facilitate development process.

Responsible Agencies - Pacifica Planning Department, San Mateo County Department of Housing and Community Development

Financing - City funds

1987 Objectives - 180 units (36 units/year to 1990)

Accomplishments - An inventory of the sites available for development, their acreage, their geological and zoning limitations, and the probable number of units which could realistically be built on each site was prepared by the City. This inventory did not include small infill housing sites.

From January 1987 to January 1990, approximately 300 above moderate income units have been constructed. Pacifica has surpassed its projected goal of 36 above moderate income units per year. The City expects its growth to continue (ABAG has projected that Pacifica will have 13,420 households in 1990 compared to the 12,733 households identified in the 1980 census) due to the comparatively skyrocketing costs of housing in neighboring cities, Pacifica's close proximity to major job centers, and its desirable coastal location.

Although the San Mateo County's Mortgage Credit Certificate ("MCC") program is technically not the "development of moderate income housing," it assists moderate income, first time home buyers to purchase their first home. Two Pacifica residents have received MCC commitments enabling them to purchase their first home. The San Mateo County's Housing and Community Development Division has also provided Pacifica's Planning Department with literature regarding their program for distribution to interested parties.

1990 Objectives - Pacifica has updated its inventory of sites available for development and will distribute the revised inventory, with a brief description of programs (such as density bonus) which could potentially increase the intensity of the development, to potential developers.

Time Frame - Continuous

POLICIES - DISCOURAGE DISCRIMINATION BASED ON AGE, RACE, SEX, FAMILY SIZE, DISABILITY, OR NATIONALITY;

- ENCOURAGE PROVISION OF A LOCAL SHELTER (SAFE HOUSING) FOR VICTIMS OF FAMILY VIOLENCE.

***Action Program No. 27** - Continue to cooperate with the Pacifica Resource Center in the Parks, Beaches and Recreation Department and emphasize its role in housing assistance.*

Specific Action	-	Refer interested parties to Center staff.
Responsible Agencies	-	Pacifica Planning Department Pacifica Resource Center
Financing	-	City funds, Grants from San Mateo County Department of Community Services
1987 Objectives	-	Not applicable
Accomplishments	-	Pacifica's Resource Center has referred 332 Pacifica households to County shelters form January 1987 to January 1990.
1990 Objectives	-	Pacifica Planning Department will continue to work in concert with the Parks, Beaches and Recreation Department's Resource Center in providing housing assistance.
Time Frame	-	Continuous

***Action Program No. 28** - Promote the Human Investment Project's Shared Homes Program directed to seniors and single parents who are homeowners or tenants.*

Specific Action	-	Obtain literature for display and distribution. Refer interested individuals to Project staff.
Responsible Agencies	-	Pacifica Planning Department, Human Investment Project
Financing	-	Various funding sources, from cities in San Mateo County, fund raising efforts and other private contributions
1987 Objectives	-	3 low income units/year 3 moderate income units/year
Accomplishments	-	The Human Investment project (HIP) has matched 184 median income housing "seekers" with housing "providers" through their shared Home program. Pacifica has also obtained literature regarding this program for distribution to the public.
1990 Objectives	-	Both Pacifica and HIP believe that the Shared Homes program has been a success and will increase its 6 units per year goal to 60 "matches" per year.
Time Frame	-	Continuous

***Action Program No. 29** - Promote Operation Sentinel, a program that investigates complaints of discrimination in housing due to race, religion, marital status,sex or national origin.*

Specific Action	-	Obtain literature for display and distribution. refer interested individuals to Operation Sentinel.
Responsible Agencies	-	Pacifica Planning Department, Operation Sentinel
Financing	-	Operation Sentinel, HUD, and various other public and private sources
1987 Objectives	-	Not applicable

Accomplishments	-	Pacifica has assisted Operation Sentinel in its investigation of 7 complaints of housing discrimination. Literature regarding Operation Sentinel's program has been provided to Pacifica for distribution to interested parties.
1990 Objectives	-	Operation Sentinel has requested assistance from Pacifica in the advertisement of their housing discrimination project. Pacifica has agreed to promote the program whenever appropriate.
Time Frame	-	Continuous

Action Program No. 30 - Promote the Center for Independence of the Disabled, an organization that provides services to the disabled, including housing rehabilitation assistance and accessibility modifications.

Specific Action	-	Obtain literature for display and distribution. Refer interested individuals to the Center for Independence of the Disabled.
Responsible Agencies	-	Pacifica Planning Department, Center for Independence of the Disabled
Financing	-	City funds, Center for Independent Living, Redevelopment Funds
1987 Objectives/ Accomplishments	-	Not applicable; new action program
1990 Objectives	-	Not applicable
Time Frame	-	Continuous

Action Program No. 31 - Provide the opportunity for conversion of existing facilities to shelters for victims of family violence, or other special needs facilities.

Specific Action	-	Revise Zoning Ordinance to include a special process for such conversions. Expand definition of "Special care Facilities" to include shelters for victims of family violence and other need categories.
Responsible Agencies	-	Pacifica Planning Department, Pacifica Resource Center
Financing	-	City funds
1987 Objectives	-	Not applicable
Accomplishments	-	Pacifica amended Section 9-4.273.1 of the Pacifica Municipal Code in October 1987, revising the definition of "Special Care Facility" to include shelters for victims of family violence, homeless persons, or other "needs" categories, thereby allowing such shelters in the R-1 District. Since the revision of Pacifica's Municipal code to include these categories was the 1987 objective, the adoption of the Zoning Amendment satisfied this Action Program's specific action. There are no emergency shelters or transitional housing units located in Pacifica. If a shelter is proposed in the City, staff will provide information and assistance to the project proponents. However, given the City's location in relation to public transportation links and the larger population centers, it is not anticipated that a local shelter will be proposed in the near future.
1990 Objectives	-	Not applicable
Time Frame	-	Continuous

POLICY - THE HOUSING ELEMENT SHALL BE ACTIVELY MONITORED TO ENSURE IMPLEMENTATION.

Action Program No. 32 - Form a committee to monitor action programs and to devise implementation strategies.

Specific Action	-	Form a committee which includes members of the Planning Commission and housing advocates. Hold meetings to discuss implementation of the Housing Element.
Responsible Agencies	-	Pacifica Planning Department, Planning Commission
Financing	-	City funds
1987 Objectives/ Accomplishments	-	Not applicable, new program
1990 Objectives/ Time Frame	-	Form committee within six months of adoption of 1990 Housing Element.

V. COASTAL ZONE HOUSING

1. Purpose

State law includes several requirements for housing in the coastal zone. Specifically, Section 65588 of Article 10.6 of the Government Code calls for jurisdictions to include information on:

- Units approved for construction, demolished and replaced in the coastal zone since January 1, 1982.
- New and replaced units for low and moderate income households within and outside of the coastal zone.

State law also includes specific requirements which apply to low and moderate income housing located within the coastal zone. In summary, dwelling units which are occupied by low and moderate income persons cannot be demolished or converted to other uses unless provision is made for replacement of the units. Exceptions to this requirement include:

- Conversion or demolition of a structure with less than three (3) units,
- Conversion or demolition of a project which is comprised of more than one structure with ten (10) or fewer units, or
- Conversion of a residential structure to accommodate a coastal-dependent or coastal-related use.

It should be noted, however, that State law calls for replacement of units described above if determined to be feasible. In addition, all new development in the coastal zone is required to include low and moderate income units if feasible. Due to the small size of all new development in Pacifica's coastal zone, only one project approved since 1982 has included affordable units.

In Pacifica, the coastal zone is west of Highway 1 with a small "bump" east of the highway between Reina del Mar and Burns Court. There are six coastal neighborhoods. A special census was conducted for selected neighborhoods in Pacifica, based on 1980 Census data. The special census included each coastal neighborhood. Population and housing information is provided in Table 19.

TABLE 19

Population and Housing Characteristics for the Coastal Zone, 1980

Population

		Percent in Coastal Zone	Percent Citywide
Total	5,370	100%	14.5%
Male		50%	
Female		50%	

Minorities

Group	Number	Percent in Coastal Zone	Percent Citywide
Spanish	547	10.0%	13.0%
Black	250	4.6%	5.5%
Asian	478	8.9%	9.6%

Housing Characteristics

Tenure	Number	Percent in Coastal Zone	Percent Citywide
Owner Occupied	979	41.2%	68%
Renter Occupied	1,376	58.7%	32%

Type of Unit	Number	Percent in Coastal Zone	Percent Citywide
Single Family	1,020	40.7%	81.0%
Multi-Family	1,398	55.8%	17.4%
Mobile homes	93	3.4%	0.6%

	Coastal Zone	Citywide	Difference
Median Rent	$ 344.00	$ 366.00	-6.0%
Median Home Value	$97,416.00	$100,880.00	-3.5%

Income Characteristics

	Coastal Zone	Citywide	Percent Difference
Median Household Income	$20,199.00	$24,175.00	-19.5%

Poverty Level Status

	Number	Percent of Coastal Zone	Percent Citywide
Families	178	13.0%	4.7%
Families Headed by Females	116	8.4%	2.1%

2. Population and Housing Characteristics

As indicated in Table 19, the minority population in the coastal zone is similar to the Citywide population, although there are slightly fewer minorities overall in the coastal zone. Census information indicates that the coastal zone has a lower income population, and housing costs are lower. Lower housing costs are due in part to the fact that many of the houses in the Coastal Zone are older and smaller than in other areas. This is particularly true of the West Sharp Park neighborhood. The income level of households is almost 20 percent less in the coastal zone, and the number of families below the poverty level is 8.4 percent higher for coastal neighborhoods than for the City as a whole. Over one-third of families in the City (34%) below the poverty level are in the coastal zone and almost half (49%) of the families headed by females below the poverty level in Pacifica are in the coastal zone. Median income is almost 20 percent less in coastal neighborhoods than Citywide.

A high percentage of multi-family housing is in the coastal zone. Neighborhoods at the north end of the City, including Fairmont West, West Edgemar and West Pacific Manor have particularly high percentages of multi-family housing. It follows that the percentage of renters is also high for coastal neighborhoods - over 50% of the units are occupied by renters. Rents are six percent lower and home value is 3.5 percent lower in the coastal zone than for the City as a whole.

The City's mobile homes are in the Pacific Skies Mobile Home Park, in the West Sharp Park neighborhood. As of January 1, 1990, there were 93 mobile homes in the park.

Since January 1982, 106 new units have been constructed in the coastal zone. Of these, 26 are single-family detached, 78 are multi-family, and 7 are second units. Of the multi-family units approved, 4 are specifically targeted for individuals or families with moderate incomes. These units are on Beach Boulevard in West Sharp Park. Ten of the multi-family units are above commercial uses on Palmetto Avenue, five between Carmel and Santa Maria Avenues in West Sharp Park, and five above commercial uses on Palmetto Avenue north of Paloma. One of the single-family detached units on San Jose Avenue in West Sharp Park is a manufactured home.

3. Demolitions and Replacements

A total of 11 homes have been demolished in the coastal zone since January of 1982. Two of these homes, located west of Beach Boulevard in West Sharp Park were lost in a storm. Another unit on Olympian Way in Pedro Point was demolished because it was threatened by a slide. These three moderate income units were not replaced on site because the sites were unbuildable. The other eight units demolished since 1982 did not suffer storm damage. One moderate income structure on Salada Avenue was demolished because it was not up to Building Code standards. It was not replaced. Five low-income units at Palmetto and Carmel Avenues were removed and replaced with a mixed commercial/residential project featuring five moderate-income units. The removed units were not replaced with low income units because the units were never legally converted into apartments or a residential hotel. Also, replacement housing is not required when a residential structure is demolished for the purpose of constructing a non-residential use which is either "coastal dependent" or "coastal related." Such uses include visitor-serving commercial facilities. The project which replaced the low-income units included such facilities. Two units on Francisco Boulevard were demolished because they were not up to Building or Fire Code standards. These units have not yet been replaced.

Twenty-two mobile homes threatened by the 1983 storm were moved out of the Pacific Skies Estates Mobile Home Park on Palmetto Avenue. To date, 14 of the mobile homes have been replaced in the park. The other mobile homes lost in the storm were not replaced on their sites, as the sites were lost or damaged in the storm.

Six structures outside the coastal zone have been demolished since January of 1987. Four destroyed in a 1982 storm included two on Valdez Way in Linda Mar and two on Oddstad Boulevard in Park Pacifica. These units were not replaced on-site. Another structure on Reina del Mar in Vallemar was demolished and replaced in 1984.

VI. PUBLIC PARTICIPATION

On August 15, 1990, a public review workshop was held to discuss the draft Housing Element and solicit new ideas for policies and action programs.

Notice of the workshop was sent to the following organizations/agencies:

1. Pacifica City Council
2. Pacifica Planning Commission
3. Pacifica Parks, Beaches, and Recreation Commission
4. Pacifica Open Space Committee
5. Pacifica Resource Center Board of Directors
6. San Mateo County Housing Task Force
7. Rotary/Kiwanis Club
8. Volunteers of America
9. Bay Area Council
10. Pacificans Care Board of Directors

Notice of the workshop was posted in the following locations:

1. Sanchez Library (Park Pacifica)
2. Pacifica Library (West Sharp Park)
3. Pacifica Resource Center (West Sharp Park)
4. Pacifica Community Center (Linda Mar)
5. Oddstad Park Recreation Center (Linda Mar)
6. Fairmont Park Recreation Center (Fairmont)
7. Pacifica Day Care Programs (various neighborhoods)
8. Pacifica City Hall and Council Chambers (West Sharp Park)

Notice of the workshop was published in the Pacifica Tribune and the Chamber of Commerce Newsletter. Notice of the workshop was announced on Channel 8, Pacifica's local television station. Following the original mailing which announced the workshop, a "reminder" mailing was sent which included a list of the proposed policies and action programs.

Over 20 people attended the workshop, including representatives from the Human Investment Project, Center for the Independence of the Disabled, and the City's mobile home park.

A public hearing before the Planning Commission was held in September, followed by adoption of the Element by the City Council in November. Each of these hearings was noticed as outlined above.

VII. CONSISTENCY WITH GENERAL PLAN

The adopted Housing Element is consistent with the other elements of the Pacifica General Plan.

VIII. SUMMARY AND CONCLUSION

The population of Pacifica grew from 36,715 persons in 1970 to 38,446 in 1990. Only 4.8 percent of the 1980 population was over 65 years of age, well below the County percentage of 10.5 percent. Persons of

Spanish origin comprised the largest minority population (13 percent), followed by Asians at 9.6 percent. The Black population comprised 5.5 percent of the Citywide total.

A much greater increase occurred in housing units than in population from 1970 to 1980. Units increased from 9,995 to 13,137, although the rate of increase tapered off to only 100 units between 1980 and 1985. The average household size decreased from 3.6 persons in 1970 to 2.84 persons in 1989.

The vacancy rate for owner-occupied housing was only .89 percent, which indicates a shortage of housing for prospective home buyers, and may also reflect the relatively low cost of ownership housing in Pacifica. The median house value in 1989 was $189,674, which is 36 percent lower than the County and 13 percent lower than the Bay Area. Rental housing, however, averaged $859 per month, which is more than both the County and Bay Area average. The vacancy rate for rental housing in 1980 was close to a normal turnover at 3.8 percent.

Pacifica's median household income was consistent with the Bay area, but lower than the County median in 1989. More Pacificans were employed in the retail trade than any other industry in 1980. In 1989, the biggest employer within the City was the Laguna Salada School District. ABAG expects the F.I.R.E. sector of Pacifica's economy to experience the most growth between 1980 and 2005.

Thirty-one percent of owners and 50 percent of renters were overpaying for housing in 1980. The high percentage of overpaying renters reflects the high cost of rental housing in Pacifica. Eighty-four percent of renters overpaying were lower income, indicating a need for lower income housing.

The City has a series of other special needs, including housing for seniors, single-parent households, the homeless, and the handicapped. Regional housing needs are discussed as well.

A survey of vacant land conducted in 1986 and updated in 1990 shows that the City has adequate sites available to meet its regional housing needs. There are, however, a number of potential constraints to housing development, both governmental and nongovernmental. A series of policies and programs to maintain, improve, and develop housing will help the City to meet its special needs and also mitigate constraints to housing development.

Appendix A

Summary of Quantified Objectives

	Projected 1987 - 1/1990	Achieved 1987 - 1/1990	Projected 1990 - 1995
Units to be improved:	241 - 261	1,074 - 1,084	1,635
Units to be preserved:	108	5	103
Units to be shared:	9	184 matches made	300 matches
Units to be constructed:	108	300	415[33]
Total	538 - 558	1,563 - 1,663	2,453

[33] Estimate based on revised ABAG 1990 - 1995 housing needs projections established in Projections '90 (ABAG: 1987).

Appendix B

Quantified Objectives by Income Category, 1990 - 1995

	New Construction	Rehabilitation	Conservation
Very Low Income	146	30	0
Lower Income	72	330	177
Moderate Income	110	0	51
Above Moderate Income	87	0	0
TOTAL UNITS	417	360	228

The names, addresses and telephone numbers of the agencies named in this Housing Element are listed below. Wherever possible, the names of contact persons at the agencies are identified. Also listed are the Action Programs for which the agencies are responsible. The programs offered by the agencies are described in Section IV of this Element.

Agency	Action Program Nos.
Pacifica Planning Department 1800 Francisco Boulevard Pacifica, CA 94044 Wendy Cosin, Planning & Building Director (415) 738-7341	2, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32
Pacifica Building Department 1800 Francisco Boulevard Pacifica, CA 94044 Steven Brandvold, Building Official (415) 738-7344	1, 3
Pacifica Fire Department 616 Edgemar Boulevard Pacifica, CA 94044 Steven Brandvold, Fire Marshal (415) 738-7363	3
Pacifica Resource Center 1609 Palmetto Avenue Pacifica, CA 94044 Pat Paik, Supervisor (415) 359-0385	27, 31
Pacifica Engineering Department 1800 Francisco Boulevard Pacifica, CA 94044 Tim Molinare, City Engineer (415) 738-7342	25
Pacifica Redevelopment Agency 170 Santa Maria Avenue Pacifica, CA 94044 Dan Pincetich, City Manager (415) 738-7300	12

Agency (Continued)	Action Program Nos. Continued
Pacifica Open Space Committee 170 Santa Maria Avenue Pacifica, CA 94044 Planning Department (415) 738-7341	
Housing and Community Development, San Mateo County 805 Veterans Boulevard, Suite 322 Redwood City, CA 94063 Jack Marquis, Housing Specialist III -or- Robert Holdsworth, Housing Specialist III (415) 363-4428 or 363-4349	2, 5, 7, 11, 26
Housing Authority of the County of San Mateo 456 Peninsula Avenue San Mateo, CA 94401 Sara Chin, Housing Specialist Faith Garcia, Housing Specialist (415) 348-4251	7, 13
Pacifica Historical Society P. O. Box 752 Pacifica, CA 94044	8
Human Investment Project ("HIP") 364 South Railroad Avenue San Mateo, CA 94401 Jolly Perkocha, Associate Director (415) 348-6660	24, 28
Operation Sentinel 860 Escondido Road Stanford, CA 94305 Cyndy Hardwick, Fair Housing Coordinator (415) 468-7464	29
North Peninsula Neighborhood Services Center 308 Baden Avenue South San Francisco, CA 94080 Maggie Cuadras, Director - Home Improvement Programs (415) 583-3373	4
Center for Independence of the Disabled 875 O'Neill Avenue Belmont, CA 94002 Eldon Luce (415) 595-0783	30

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